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ABSTRACT

The document evaluates the impact of the Veterans' Education and Training Service (VETS) program on G.I. Bill utilization rates. The VETS program is designed to increase enrollments of educationally and economically disadvantaged veterans in Veterans' Administration education and training programs. Statistical data on veterans and descriptive data on VETS programs were collected. An evaluation of VETS programs in 11 target cities is presented separately making up the major portion of the document (55 pages). The analysis is based on; (1) changes and patterns of G.I. Bill utilization in the VETS target city and its control city; (2) size, organizational affiliation, and philosophies of the VETS program; and (3) evaluation of the performance of the city based on the size and orientation of the program and the trends apparent in the control city. The target cities include Chicago, Cleveland, Denver, Detroit, Indianapolis, Los Angeles, Miami, Newark, Providence, Seattle, and Wichita. The study concluded that target cities and control cities showed similar increases in G.I. Bill utilization. However, the most effective programs were those with strong ties to local governmental agencies and the least successful were those affiliated with colleges and universities. The collected data, VETS questionnaire, and project schedule are appended. (Author/EC)

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Evaluation of the Veterans' Education and Training Service (VETS) Program of the National League of Cities and U.S. Conference of Mayors

Kenneth C. Scheflen and Robert J. Brandewie

HumRRO Division No. 7 (Social Science)
Alexandria, Virginia

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16. Abstracts
The objective of the Veterans' Education and Training Service (VETS) program conducted by the National League of Cities/U.S. Conference of Mayors is to enroll educationally and economically disadvantaged veterans in Veterans Administration education and training programs. Methodology was developed to measure the changes in G.I. Bill utilization by various population subgroups in 11 target cities and 11 control cities, using computerized data files provided by the Veterans Administration and the Department of Defense. Through on-site interviews and the administration of mail questionnaires, data were collected on the size, organizational affiliation, and goals of VETS projects. The most effective VETS programs appear to be those with strong ties to local governmental agencies providing a variety of services; the least successful are those affiliated with colleges and universities.

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FOREWORD

This report is an evaluation by the Human Resources Research Organization of the effectiveness of the Veterans' Education and Training Service (VETS) Program, a project with the objective of increasing enrollment of educationally disadvantaged veterans in education and training programs offered by the Veterans Administration under the G.I. Bill. The report covers enrollment through 31 December 1972.

The VETS program is conducted by the National League of Cities/U.S. Conference of Mayors (NLC/USCM) under a grant from the Office of Economic Opportunity (Grant Nos. CG-3601 A/1, 30073-F72-01, 30073-G73-04). Appreciation is extended to Mr. Robert Hill, who serves as Project Director for the VETS Program at NLC/USCM.

The research was performed by HumRRO Division No. 7 (Social Science), Alexandria, Virginia, under NLC/USCM Contract No. 82. Dr. Robert G. Smith, Jr. is Director of Division No. 7; Mr. Kenneth C. Scheflen served as the principal investigator for the study.

Meredith P. Crawford
President
Human Resources Research Organization

SUMMARY AND CONCLUSIONS

BACKGROUND

The Veterans' Education and Training Service (VETS) program is conducted by the National League of Cities/U.S. Conference of Mayors under a grant from the Office of Economic Opportunity. The program is directed at enrolling educationally and economically disadvantaged veterans in Veterans Administration education and training programs.

At the core of the VETS program is the concept of peer-counseling. The projects are designed around Vietnam-era veterans providing educational counseling to other veterans, and doing 'outreach' work in the community.

The initial funding provided for VETS programs in 11 cities: Chicago, Cleveland, Denver, Detroit, Indianapolis, Los Angeles, Miami, Newark, Providence, Seattle, and Wichita. These initially funded cities are the subject for this evaluation report of the impact of the VETS program on G.I. Bill utilization rates.

RESEARCH PROBLEM AND APPROACH

The VETS program initially had as its goal the doubling of G.I. Bill utilization rates in the 11 target cities. Methodology was developed by HumRRO to measure the changes in G.I. Bill utilization, using computerized data files provided by the Veterans Administration and the Department of Defense.

First, each VETS target city was matched with a control city on the bases of total population, percent minority population, and geography. The Department of Defense Reserve Records File was then used to define the population of veterans separating back to each target city and to each control city. This population was then matched against the Veterans' Administration Education and Benefits File to provide G.I. Bill utilization rates.

Four separation groups were defined for each target and each control city: July-December 1970, July-December 1971, January-June 1971, and January-June 1972. G.I. Bill utilization rates for the July-December 1970 and January-June 1971 groups were measured as of 31 December 1971. These groups gave Pre-VETS utilization rates. The remaining two groups were measured as of 31 December 1972 and served as Post-VETS groups. Percent change in G.I. Bill utilization was computed for various population subgroups in both target and control cities. Summary tables are presented comparing changes in utilization in all target cities with those in all control cities.

During the course of the evaluation, the VETS program underwent some major changes. The area of concentration changed from enrolling veterans in education and training programs to providing the full range of veterans' services. Employment counseling, housing, and other services were added to the program in the target cities. Descriptive data were obtained for each of the 11 target cities, focusing on the size, organizational affiliation, and goals of each VETS project. These data were collected through the administration of mail questionnaires, and by on-site visits made to each target city. Each target city is discussed in terms of the changes in G.I. Bill utilization seen in the context of the goals and programs existing in each city.

RESULTS AND CONCLUSIONS

Taken as a whole, the VETS target cities do not show increases in G.I. Bill utilization greater than increases evidenced in the control cities. However, because of the diversity of the 11 VETS projects, each VETS target city is discussed and evaluated individually. The VETS program, in effect, tests different approaches to the problem of being responsive to the needs of veterans. While the concept of peer counseling remains common, there are differences in the size, organizational affiliation, and outreach goals of the VETS target cities.

The most effective programs tended to be those with strong ties to local governmental agencies providing a variety of services. The least successful programs are those affiliated with colleges and universities.

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Evaluation of the Veterans' Education and Training Service (VETS) Program of the National League of Cities and U.S. Conference of Mayors

Section 1

INTRODUCTION

This report assesses the impact of the Veterans Education and Training Service (VETS) program on rates of utilization of the G.I. Bill, through 31 December 1972, in the 11 cities where VETS programs have been funded.

VETS is an "outreach" program, conducted by the National League of Cities and U.S. Conference of Mayors, under a grant from the Office of Economic Opportunity (OEO). The basic objective of VETS is to increase enrollment of low-income and minority-group veterans, with a high-school education or less, in G.I. Bill education and training programs. A stated goal of the VETS program is 100% improvement in utilization of the G.I. Bill by these disadvantaged veterans. VETS recruiting and counseling is largely done individually, by peer GIs who have previously utilized the available benefits.

This report provides two types of information on the VETS program activities—a statistical analysis of actual G.I. Bill utilization during selected periods, and a description of VETS programs in the cities in which the programs had been funded. As is explained in Section 2, the nature of the VETS program has been substantially altered since the original start date.

The information that was used for the statistical analysis was drawn from Department of Defense and Veterans Administration files. Data were obtained for the 11 VETS program cities and for 11 control cities of similar total population, percent minority population, and geography. The data included separation date, educational level at time of separation, race, ethnic group, and enrollment for G.I. benefits. Percent increase and decrease in utilization of the G.I. Bill were computed for each city, and target and control cities were compared on several bases.

The summary descriptions of the operation of the VETS program in each of the target cities were obtained through responses to a questionnaire, from on-site interviews, and through interviews with VETS National Office personnel. These process descriptions include program sponsorship, program staffing, and VETS relationships with the Veterans Administration (VA), other local organizations, and local educational institutions.

Section 2

EXPERIMENTAL PROGRAMS AND EXPERIMENTAL EVALUATION

The major initial goals of the VETS program were (a) to demonstrate the utility of peer counseling procedures and (b) to increase the G.I. Bill utilization of educationally disadvantaged veterans by 100%. The major objective of the evaluation effort was to determine whether the use of such techniques as peer counseling did in fact lead to large increases in G.I. Bill utilization among various subgroups of veterans. While there was some mention of such activities as job counseling and referral, housing, drug counseling, legal aid, and loans, these were viewed as not being major goals of the VETS effort and thus as secondary in importance to the increase in utilization from an evaluative viewpoint.

Consequently, the evaluation design focused directly on utilization and on ways to meaningfully measure change. A 100% increase is, after all, a very large increase, and the evaluators felt that—even given the unproven natures of the techniques to be used, and the probability of incorrectly including or excluding individuals from the data base—a change of that magnitude should be measurable. In other words, from the outset the evaluation procedures were seen to be designed to measure gross as opposed to discrete changes.

After the VETS program had been under way for some time and the evaluation staff was able to view the operation of each of the cities first-hand, it became evident that the resources available to each city were not large enough to be likely to cause huge increases in G.I. Bill utilization. Further, in many cases the local staffs had found it necessary to shift from an initial focus on education to a "total service" concept encompassing employment, housing, and other activities. There was strong sentiment in the cities that the major reason for the existence of the VETS program was to help the veteran with whatever problems he had. A great deal of time and effort was thus expended in activities that were neither emphasized in the original nature of the program nor major objectives to be evaluated. In short, the nature of the VETS program changed while the contractually specified evaluation criteria did not.

Just as the VETS program was experimental in nature, so were the techniques used to evaluate the program. As noted above, while the evaluators were confident that the methodology used could detect large changes in G.I. Bill utilization, the sensitivity to small changes was, and remains, somewhat questionable. The exclusion from the DoD data base of those who failed to complete the initial tour of duty becomes more critical under the "total service" concept, since considerable time is expended in the VETS program in helping those who do not have G.I. Bill entitlements. The effort spent in helping those individuals (and there are a large number of them) could not possibly be reflected in the statistical analyses of G.I. Bill utilization.

For these reasons the evaluators (a) use their subjective appraisal and impressions of the programs in each city as an explanation of the objective statistical information and (b) stress in narrative format the emphasis on activities leading to outcomes other than school enrollment. Section 5, Conclusions, presents an evaluation of the VETS effort, based on all of the available information.

Section 3

METHODOLOGY

STATISTICAL DATA

POPULATIONS STUDIED

This analysis focuses on four groups of separating veterans: July-December 1970, January-June 1971, July-December 1971, and January-June 1972. The July-December 1970 and the January-June 1971 groups serve as the pre-VETS control group. The July-December 1971 and January-June 1972 groups serve as the VETS target population.

There were 11 original VETS target cities: Seattle, Indianapolis, Wichita, Los Angeles, Chicago, Cleveland, Miami, Detroit, Denver, Newark, and Providence. Funds were withdrawn from the Wichita program in February 1972. An outreach program continued in Wichita, and the utilization rates for Wichita are included in this report. The Providence project did not become operational until January 1973, thus its performance cannot be evaluated by the data presented here. The remaining nine programs were in operation for periods of time ranging from 5 to 18 months as of 31 December 1972.

Each of the target cities was matched with a control city on the bases of total population, percent minority population, and geography. The control cities, in order by target city listed above, are: Portland, Columbus, Topeka, the Borough of Brooklyn (considered to be a city for purposes of this analysis), Philadelphia, Pittsburgh, Tampa, St. Louis, Omaha, Trenton, and Springfield.

SOURCES OF DATA

The Department of Defense Reserve Records File and the Veterans' Administration Education and Benefits File are the major sources of the statistical material contained in this report.

The Department of Defense file contains information, beginning in 1968, on enlisted males who had "normal" separations from military service (i.e., had completed their initial enlistment) and had less than six years of active service. The DoD file does not contain information on officers, women, retirees, those with more than six years of service, or those discharged prior to completion of enlistment (other than "early outs"). Those discharged prior to completion of their first term of enlistment would include those with medical disqualifications (such as a permanent disability), and those who were found unsuited to military service, among others.

In constructing the population of veterans for the VETS statistical analysis, cities of residence were determined on the basis of address given by a veteran at the time of separation. Veterans who might have given an address in a city or town other than the one in which they have contact with a VETS office were not covered by this analysis.

To determine the effect that mobility among veterans might have had on the results reported here, a separate study was performed. To determine mobility, a tape of VETS actions (i.e., people who contacted a VETS project office) was matched against the

Department of Defense Reserve Records file. The address given by the veteran at the time he contacted the VETS office was compared with the address he gave at the time he separated from the service. Overall, 75 to 80% of the veterans we were able to match had signed up at a VETS office in the city they gave at the time they left service. So, if the great majority of veterans moved, they did so within the city limits. An additional 10%, on the average, contacted a VETS project which was in the same state as that given at the time the veteran left service. The mobility factor varied, as might be expected, from city to city. In Detroit, for example, 91% of those contacted by the VETS office had given Detroit as home when they left service, while only 75% of those contacted in Los Angeles had given that city as an address.

The Veterans Administration file is a record of financial transactions and reflects the date when a veteran begins drawing benefits rather than the date when he applies for benefits. Although the file on which this analysis is based contained some actions as late as 31 March 1973, there is a substantial reporting lag. For purposes of this report, we have assumed the file on VA actions to be complete through 31 December 1972.

The decision to focus on the July-December 1970, January-June 1971, and July-December 1971, January-June 1972 groups of separatees in this assessment of VETS programs was made for two reasons:

(1) At least half of the eventual G.I. Bill users enter a program within one year of separation. As of December 1971 and December 1972 for the Pre-VETS control and VETS target groups respectively, we had two groups of veterans who had been out of service an average of 12 months; some, of course, had been out for as long as 18 months, others for only six months.

(2) Groups that had separated at comparable points in the year were needed in order to control, for example, for the effects of the large number of September enrollments.

TYPES OF ANALYSES

Pre-VETS vs. Post-VETS. The basic analysis consists in the computing of cumulative percent utilization rates for each of the four groups of separatees. The rates were obtained as of December 1971 and December 1972. These rates, as well as the number of veterans on which the computations are based, are reported for two geographic configurations and five population groups within each.

A percent increase or decrease in utilization was computed by dividing the difference between the earlier (December 1971) and later (December 1972) rate by the earlier (December 1971) rate. For example: rate as of December 1971 = 20%, rate as of December 1972 = 30%. The difference of 10%, divided by 20% = 50% increase in utilization.

Target Cities vs. Control Cities. Each VETS target city is compared with its paired control city. In addition, all-target vs. all-control comparisons were made and reported.

Geographic Areas Within Cities. Data are presented for two geographic areas in each city - restricted area and city limits. The restricted area was defined on the basis of five-digit ZIP codes that were at least 50% within the OEO Community Action Program target area. The city limits area was constructed on the basis of five-digit ZIP codes that fell at least 50% within the city limits. In the case of Newark, the restricted area and city limits area are the same.

Educational Levels. Utilization rates for non-high school graduates (NHSG), high school graduates (HSG), and all educational levels were compared. In all cases, education level is determined from the DoD Post-Service File, which reflects the Service's record of an individual's educational attainment at separation. To some limited extent, the number

of NHSGs in the population may be overestimated and the number of HSGs underestimated, due to General Educational Development Test (GED) achievement or completion of high school after separation but prior to G.I. Bill enrollment.

Race/Ethnic Group. Rates for White (this label is applied to the non-Spanish-surname portion of the Caucasian population), Black, and Spanish-surname groups were also compared. A computer program was used to identify individuals having Spanish surnames. While this program is the best available and draws on a variety of lists and techniques developed by Census, EEOC, and others, it is substantially more accurate for the Southwest than for other areas of the United States. It is quite possible, therefore, that a number of individuals with—for example—Italian surnames are erroneously classified as Spanish.

PRESENTATION OF DATA

The results of the above analyses are summarized in Section 4, where the performance of each VETS target city is discussed individually. Each discussion is in three sections: First, the statistical results are presented; second, the organization and operation of the program are outlined; and finally, the performance of the project is discussed. Data for the number of separations, percentage of G.I. Bill utilization, and percentage of change in utilization in VETS target cities vs. control cities are shown in Tables 1-26, for educational and racial-ethnic subgroups. The percentage of change in G.I. Bill utilization rates in VETS target cities compared with control cities is shown graphically in Appendix A (Figures 1-20) for educational and racial-ethnic subgroups.

DESCRIPTIVE DATA

Data on the organization and functions of the VETS program in the 11 target cities were obtained by two methods—a questionnaire[1] and a structured interview.[2]

The questionnaire was administered by mail during November and December 1972. The purpose was to gather objective data on the structure of the VETS program in each city, and to learn something about its size and the type of environment in which it operated. Questions were asked about the ethnic and educational makeup of the staff at each center. Information was sought on how each project had allocated its staff—where the outreach workers were located and what kind of population was served at each outreach center. Finally, each project staff was asked which other agencies it had contact with, the frequency of contacts, and the character of the relationship that existed between the project and the various agencies it considered most critical to its success.

After the questionnaires were returned, an interview format was developed to inquire more deeply into the functioning of each project. On-site visits were made to each VETS project by members of the evaluation team. The project director in each city was interviewed, and the facilities of each project were inspected. Usually, other members of the project participated in the discussions. Sometimes, outreach workers were interviewed independently.

By these means, information was collected on the program sponsorship, relationship between the VETS staff and the sponsor, staffing for the project, relations with the Veterans Administration, and relationships with other local colleges and universities in the

[1] See Appendix B.
[2] See Appendix C.

area. Summarizations of this material for each target city in the VETS program are included in the discussion of each city in Section 4. Where possible, city narratives contain objective information, or information directly observed by the evaluators. However, in some cases the report also contains the project director's perceptions of the environment in which his project was operating, because it was thought necessary to include this subjective data for a fuller picture of the VETS operation in each city.

As these project descriptions indicate, many of the target cities have programs that are strongly oriented toward helping individual veterans with problems such as employment, bad discharges, drugs, loans, and housing. Counseling veterans on such problems can be very time consuming for staff members, and detracts from time available to perform "outreach" activities such as home visits, and mail or telephone canvassing. Less time spent on recruiting activities means fewer veterans contacted, and consequently fewer veterans who may eventually enroll in G.I. Bill programs. Since the primary evaluation criterion for this study is increased G.I. Bill enrollment, this factor should be taken into consideration.

Section 4

RESULTS OF DATA ANALYSIS

CONSTRAINING FACTORS IN INTERPRETATION

This report covers Veterans Administration actions through December 1972. It is hoped that the actions through this period will give a good indication of the performance of the 11 VETS target cities that are the subject of this evaluation. With the exception of Providence and Newark, all of the project cities had been in operation at least seven months as of the end of December 1972 (see Appendix D). The Newark project's starting date was August 1972 and the Providence project did not get under way until January 1973. The Providence project cannot be properly evaluated with the data presented here. All the VETS projects, with the exception of Providence, were pushing to enroll veterans for the school semester beginning September 1972.

One difficulty is associated with use of the technique of comparing *percent* utilization rates. An increase of 10% in the *absolute* rate of participation translates into different *percent* increases/decreases depending on what the initial absolute base percent is. For example, while a change in participation rates from 20% to 30% is a 50% increase, a change from 40% to 50% is only a 25% increase. In those cities where the participation rate is initially low, it may be easier to effect a change than in cases where the rate is initially higher. Thus, in evaluating a particular city, it is important to consider the initial starting point, the absolute increase/decrease in percent utilization, and the percent increase/decrease as computed by the above formula. In all tables in this report, both the absolute percentages and the percent increases/decreases are shown. In the graphic displays, percent change is shown only for those groups having at least 25 individuals.

A word of caution is also necessary concerning the influence of a small number of cases on percent increase or decrease. In some cities, particularly when the data are reported for some subgroup, the number of veterans in the population can be small. Thus, a change of a few enrollments in either direction can and does cause a percent increase or decrease that looks large but cannot be considered a reliable difference because of the small number of cases involved. The reader is reminded to note sample sizes in interpreting percentage data in the tables.

Another major factor that must be considered is the activity in various cities of the Veterans Administration's own outreach activities. In every target city as well as some control cities, the Veterans Administration, Department of Veterans Benefits, has a community service staff that places special emphasis on outreach to veterans who are not high school graduates and to veterans who are members of miniority groups. In four cities (Chicago, Detroit, Los Angeles, and Seattle), these staffs were operating for at least a year prior to the start of the VETS Programs. Appendix E presents a comparison of the number of months of operation of the VA and VETS programs in the common cities as of 31 December 1972.

The activities of the VA can influence VETS utilization rates in two ways:

(1) If the VA and VETS are contacting and enrolling the same group of veterans (the educationally and economically disadvantaged), it is impossible to sort out

which is responsible for an increase or decrease in utilization of the G.I. Bill. To the extent that the efforts of the VETS programs are resulting in enrollment of those who would not normally be influenced by VA activities, then any increase can be attributed to the VETS program. Since one VETS program premise is that there is a pool of veterans who are "turned off" by the VA but can be assisted through peer counseling, it is assumed for evaluative purposes that this is the case.

(2) In cities where the VA was operating for a year prior to the start of the VETS program, the base rates derived from the July-December 1970 separation group may have been influenced upward. As a result it is more difficult for these cities to reflect an increase than it is for cities where the earlier VA activity did not exist. Again, if the VA activities do not influence the same group on which the VETS programs are targeting, the influence on the statistical data should not be major.

It will be noted that there are both increases and decreases in utilization rates in both target and control cities. Obviously, it is unlikely that the efforts of a VETS center could cause a *decrease* in utilization. Other factors, especially the economy and employment situation in an area, of course impact on utilization rates. In Seattle, for example, the staff of the VETS center recognized that at least some veterans were enrolling in VA programs as a means of getting some money to live on when they were unable to find a job. As the employment picture brightens, as it has in Seattle, some veterans can be expected to find jobs rather than enter school. The extent to which such factors influence participation rates is unknown at this time. It is clear, however, that there are fluctuations in the utilization rates for which the VETS programs cannot take either credit or blame.

Definition of program goals in particular cities clearly had an influence. It is quite clear from the statistical analysis that, as a whole, the VETS target cities have not out-performed the control cities as measured by percent increase/decrease in G.I. Bill utilization. Nor, overall, has there been a dramatic increase in G.I. Bill utilization rates in the VETS target cities. However, in several VETS cities, there were substantial increases in G.I. Bill utilization, consistent with the outreach goals in the particular cities. Conversely, in several VETS cities, where outreach goals were clearly defined, there were no appreciable and consistent changes in G.I. Bill utilization rates, when examined in the light of the goals of the VETS program and the performance of the particular control cities.

In addition, there were clear regional trends in G.I. Bill utilization, which influenced the comparisons. Perhaps the most dramatic of these were the increases in utilization rates in Brooklyn and Newark. In Brooklyn, for example, there were substantial increases in utilization among almost every ethnic and educational subgroup. Yet, other than the VA's own outreach efforts, no known organization is of sufficient size to have affected the utilization rates in the manner described. The same is true in Newark. Although Newark is a VETS city, the increases in utilization rates must be examined in light of the size of the VETS program, its outreach goals, and the increase found in Brooklyn, a city geographically very close to Newark. When such an examination is made, it is clear that the scope of the Newark VETS program is not great enough to have effected the substantial changes seen among veterans in Newark. The presence of what appears to be forceful regional trends in VA utilization makes it more difficult to assess the impact of the VETS program.

In light of the above discussion, it is felt that the most productive way of presenting the statistical results would be on a city-by-city basis, with heavy emphasis on changes in G.I. Bill utilization seen in the context of the goals of the particular VETS program. The 11 VETS programs that are the subject of this evaluation do not form an homogeneous group. Each program is to some extent unique, and the range of differences among the

11 programs examined is very great. There are differences in the size of the program, the organizational affiliation, and the outreach goals. All of these differences impact on the utilization rates.

PERFORMANCE OF INDIVIDUAL VETS CITIES

The report on each VETS city consists of three parts. First, the changes and patterns of G.I. Bill utilization in the VETS target city and its control city, as shown by the statistical analysis, will be outlined.

Next, the size, organizational affiliation, and philosophy of the particular VETS program will be described. Mention will be made of the educational opportunities in the city, the relationships existing between the VETS program and other organizations in the city, and the emphasis within the program other than signing veterans up for educational benefits. As noted earlier, the information contained in these descriptive narratives was obtained through a questionnaire, and from an on-site visit early in 1973. Notes have been added to provide updated information furnished by the National VETS staff.

Finally, the performance of each city is evaluated, on the basis of the size and orientation of the program and the trends apparent in the control city.

The data for all target and all control cities for the 1970/71 period are summarized in Table 1. The corresponding data for 1971/72 appear in Table 2. The data for all target cities without Los Angeles and all control cities except Brooklyn are given in Tables 3 and 4. The overall results shown in these four tables are discussed in the section following the presentation of results for the individual cities.

A word is necessary about the textual treatment of the results of the statistical analysis. The tables present complete data on each target city and on each control city. In each table there are 48 increases or decreases in utilization rate. Since it would be impractical to describe all of these in detail, only highlights and selections from the full set of data are discussed.

The evaluators used two criteria for selecting the results to be treated in the text. First, since the VETS program is directed at educationally and economically disadvantaged veterans, results from the restricted area of the target city and its corresponding control city are usually given, and non-high school graduates are usually highlighted. In addition, since the VETS program is concentrated on minority veterans, results for Black and Spanish-surnamed veterans are usually included in the results and discussion sections.

The second criterion used for selecting results to be treated textually was the emphasis of the particular VETS program. Since some programs, for example, concentrated their efforts on Chicano veterans, the evaluation emphasizes Spanish-surnamed veterans. In short, the report focuses on results that make sense in terms of the program under examination.

The data, however, did have impact on the results presented. As mentioned previously, since small numbers produce unstable utilization rates, alternative data were presented in these cases. When, for example, the restricted area of the city did not have sufficient numbers to produce stable rates, the city limits area was used in the text.

The tables presented with each VETS city indicate the size of the veterans population and the full set of results. Highlights of the results are presented graphically for important subpopulations in each VETS and control city in Appendix A.

Table 1

Comparison of All Target Cities With All Control Cities, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	All Target Cities					All Control Cities				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	1,245	28.3	942	34.6	+22.3	1,310	22.4	1,040	28.6	+27.7
White	436	21.1	343	30.0	+42.2	514	22.4	421	24.2	+ 8.0
Black	619	31.8	444	35.1	+10.4	635	23.5	520	30.8	+31.1
Spanish	190	33.2	155	43.2	+30.1	161	18.0	99	35.4	+96.7
High School Graduate Total	3,153	41.4	2,325	41.5	+ 0.2	3,405	38.1	2,661	38.7	+ 1.6
White	1,283	45.2	941	42.1	- 6.9	1,828	42.3	1,464	40.0	- 5.4
Black	1,501	36.8	1,072	38.2	+ 3.8	1,349	33.7	1,040	35.9	+ 6.5
Spanish	369	46.6	312	51.0	+ 9.4	228	31.1	157	45.9	+47.6
All Educational Levels Total	5,224	41.1	3,956	42.8	+ 4.1	5,337	36.5	4,170	37.8	+ 3.6
White	2,297	44.5	1,744	43.7	- 1.8	2,820	41.5	2,227	39.2	- 5.5
Black	2,301	37.0	1,683	39.3	+ 6.2	2,109	31.7	1,673	35.2	+11.0
Spanish	626	43.3	529	50.7	+17.1	408	27.2	270	43.3	+59.2
City Limits										
Non-High School Graduate Total	2,660	26.5	2,204	31.8	+20.0	2,111	23.4	1,771	29.3	+25.2
White	1,304	23.5	1,186	28.5	+21.3	1,145	22.9	995	27.4	+19.7
Black	1,061	29.2	773	34.3	+17.5	776	25.1	653	30.9	+23.1
Spanish	295	30.2	245	40.4	+33.8	190	19.5	123	35.8	+83.6
High School Graduate Total	8,405	43.2	6,438	42.4	- 1.9	7,542	42.4	5,995	41.8	- 1.4
White	5,220	45.3	4,017	42.6	- 6.0	5,486	45.4	4,374	42.9	- 5.5
Black	2,589	38.2	1,907	40.0	+ 4.7	1,740	34.8	1,393	38.0	+ 9.2
Spanish	596	46.8	514	49.6	+ 6.0	316	33.5	228	45.6	+36.1
All Educational Levels Total	13,857	43.4	11,111	43.3	- 0.2	11,841	42.2	9,702	42.8	+ 1.4
White	8,821	46.1	7,198	43.8	- 5.0	8,608	45.8	7,101	44.7	- 2.4
Black	4,016	37.2	3,036	40.3	+ 8.3	2,690	33.0	2,220	36.8	+11.5
Spanish	1,020	44.1	877	49.0	+11.1	543	30.8	381	43.8	+42.2

Table 2

Comparison of All Target Cities With All Control Cities, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	All Target Cities					All Control Cities				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	1,194	21.6	728	26.9	+24.5	1,210	17.9	750	28.0	56.4
White	399	18.5	261	20.7	+11.9	495	16.2	303	21.5	32.7
Black	590	22.4	344	29.1	+30.0	550	19.6	383	31.9	62.8
Spanish	205	25.4	123	34.1	+34.3	165	17.6	64	35.9	104.0
High School Graduate Total	2,943	32.2	1,804	31.5	- 2.2	2,952	28.4	1,777	31.3	10.2
White	1,192	34.6	720	34.7	+ 0.3	1,581	30.9	939	30.9	0.0
Black	1,380	29.1	829	26.7	- 8.2	1,180	25.5	731	32.2	26.3
Spanish	371	35.9	255	38.0	+ 5.8	191	25.1	107	29.9	19.1
All Educational Levels Total	4,955	32.2	3,159	32.0	- 0.6	4,756	28.3	2,973	32.8	15.9
White	2,093	35.8	1,365	33.8	- 5.6	2,523	31.3	1,563	33.3	6.4
Black	2,217	28.3	1,364	28.9	+ 2.1	1,860	25.4	1,226	32.3	27.2
Spanish	645	34.0	430	36.5	+ 7.4	373	22.5	184	32.6	44.9
City Limits										
Non-High School Graduate Total	2,629	20.0	1,707	24.7	+23.5	2,028	18.6	1,344	28.2	51.6
White	1,313	17.2	902	20.5	+19.2	1,134	17.0	775	24.4	43.5
Black	1,001	22.1	601	28.6	+29.4	700	21.0	486	32.7	55.7
Spanish	315	24.8	204	31.4	+26.6	194	19.1	83	37.3	95.3
High School Graduate Total	7,789	34.7	4,960	33.2	- 4.3	6,614	33.4	4,145	33.0	- 1.2
White	4,700	36.5	3,056	34.1	- 6.6	4,826	36.2	3,015	33.2	- 8.3
Black	2,464	31.1	1,479	30.2	- 2.9	1,520	25.4	972	31.8	25.2
Spanish	625	35.4	425	37.6	+ 6.2	268	27.2	158	36.1	32.7
All Educational Levels Total	13,140	35.1	8,913	34.2	- 2.6	10,968	34.5	7,167	35.1	1.7
White	8,165	37.7	5,730	35.2	- 6.6	8,047	37.7	5,255	35.9	- 4.8
Black	3,900	29.7	2,457	31.0	+ 4.4	2,421	25.9	1,640	32.4	25.1
Spanish	1,075	34.5	726	37.2	+ 7.8	500	25.6	272	36.8	43.8

Table 3

Comparison of All Target Cities Without Los Angeles and All Control Cities Without Brooklyn, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	All Target Cities Without Los Angeles					All Control Cities Without Brooklyn				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	1,054	26.1	768	32.0	+22.6	849	23.7	670	26.7	+15.1
White	406	19.7	312	30.1	+52.8	412	23.8	324	24.1	+12.6
Black	545	29.7	381	32.8	+10.4	413	23.0	330	29.1	+26.5
Spanish	103	32.0	75	36.0	+12.5	24	16.7	16	31.3	+87.4
High School Graduate Total	2,508	40.4	1,798	40.2	- 0.5	2,377	39.7	1,917	37.1	- 6.5
White	1,159	45.0	831	41.6	- 7.6	1,489	43.3	1,228	38.3	-11.5
Black	1,180	35.3	825	36.7	+ 4.0	847	33.6	657	34.7	+ 3.3
Spanish	169	43.8	142	51.4	+17.4	41	31.7	32	40.6	+28.1
All Educational Levels Total	4,196	39.7	3,087	41.1	+ 3.5	3,728	38.3	2,970	37.2	- 2.9
White	2,057	43.7	1,533	43.2	- 1.1	2,310	42.5	1,850	38.8	- 8.7
Black	1,840	34.8	1,321	37.6	+ 8.0	1,346	31.6	1,066	34.2	+ 8.2
Spanish	299	41.5	233	47.2	+13.7	72	43.1	54	44.4	+ 3.0
City Limits										
Non-High School Graduate Total	2,363	25.1	1,954	30.1	+19.9	1,472	23.6	1,285	28.3	+19.9
White	1,217	22.6	1,111	27.9	+23.5	899	22.8	814	27.3	+19.7
Black	970	27.7	698	32.7	+18.1	541	25.3	445	30.1	+19.0
Spanish	176	27.3	145	34.5	+26.4	32	18.8	26	30.8	+63.8
High School Graduate Total	7,226	42.6	5,526	41.7	- 2.1	5,751	44.2	4,801	41.9	- 5.2
White	4,770	45.1	3,676	42.1	- 6.7	4,479	46.7	3,758	43.0	- 7.9
Black	2,136	36.7	1,585	39.3	+ 7.1	1,190	34.7	966	37.5	+ 8.1
Spanish	320	44.1	265	49.4	+12.0	82	40.2	77	46.8	+16.4
All Educational Levels Total	11,884	42.3	9,568	42.1	- 0.5	9,071	44.1	7,812	43.5	- 1.4
White	7,970	45.5	6,556	43.0	- 5.5	7,074	47.1	6,147	45.2	- 4.0
Black	3,364	35.2	2,548	39.2	+11.4	1,864	33.1	1,542	36.4	+10.0
Spanish	550	40.9	464	45.7	+11.7	133	39.9	123	48.0	+20.3

Table 4

Comparison of All Target Cities Without Los Angeles and All Control Cities Without Brooklyn, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	All Target Cities Without Los Angeles					All Control Cities Without Brooklyn				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	1,006	19.6	592	25.0	+27.6	766	17.4	474	23.4	34.5
White	373	17.4	234	18.4	+ 5.7	396	16.2	241	20.3	25.3
Black	516	20.9	290	28.6	+36.8	347	19.0	223	27.4	44.2
Spanish	117	20.5	68	32.4	+58.0	23	13.0	10	10.0	-23.1
High School Graduate Total	2,290	30.8	1,407	30.4	- 1.3	2,099	29.8	1,237	30.9	3.7
White	1,044	32.9	637	33.8	+ 2.7	1,294	32.2	789	30.9	- 4.0
Black	1,085	28.2	651	25.8	- 8.5	774	25.8	430	31.2	20.9
Spanish	161	34.8	119	37.8	+ 8.6	31	29.0	18	22.2	-23.4
All Educational Levels Total	3,902	30.7	2,476	30.9	+ 0.7	3,311	29.8	2,058	31.9	7.0
White	1,838	34.3	1,188	32.2	- 6.1	2,041	32.5	1,307	33.4	2.8
Black	1,772	27.0	1,081	28.3	+ 4.8	1,210	25.5	720	29.7	16.5
Spanish	292	30.1	207	37.2	+23.6	60	25.0	31	22.6	- 9.6
City Limits										
Non-High School Graduate Total	2,345	18.9	1,499	23.6	+24.9	1,415	17.7	951	25.1	41.8
White	1,246	16.7	843	19.6	+17.4	901	16.2	628	23.7	46.3
Black	903	21.4	529	28.4	+32.7	480	20.4	303	28.1	37.7
Spanish	196	21.4	127	29.9	+39.7	34	17.6	20	25.0	42.0
High School Graduate Total	6,670	33.9	4,219	32.4	- 4.4	5,202	34.5	3,262	32.9	- 4.6
White	4,281	35.4	2,765	33.5	- 5.4	4,053	36.8	2,595	33.4	- 9.2
Black	2,060	30.7	1,234	29.3	- 4.6	1,082	25.7	619	30.9	20.2
Spanish	329	34.7	220	35.0	+ 0.9	67	38.8	48	35.4	- 8.8
All Educational Levels Total	11,239	34.2	7,604	33.2	- 2.9	8,568	36.0	5,689	35.1	- 2.5
White	7,376	36.7	5,150	34.2	- 6.8	6,732	38.5	4,554	36.2	- 6.0
Black	3,291	29.1	2,055	30.1	+ 3.4	1,714	26.1	1,047	30.4	16.5
Spanish	572	32.0	399	36.6	+14.4	122	36.1	88	34.1	- 5.5

CHICAGO

Results

There were substantial increases in G.I. Bill utilization rates in Chicago. These increases were most pronounced among non-high school graduates, both in the restricted and the city limits areas. In the city limits area, for example, comparisons between veterans separating from July to December 1970 and those separating from July to December 1971 (this will be referred to as the 70/71 group) showed a 36.4% increase for White non-high school graduates, a 38.0% increase for Blacks, and a 34.5% increase for Spanish-surnamed veterans (See Table 5). There was a similar pattern of increases among non-high school graduates in the city limits, when January-June 1971 separations are compared with January-June 1972 separations (this will be referred to as the 71/72 group). Here there was a 23.2% increase in utilization for Whites, a 57.7% increase for Blacks and 10.3% increase for Spanish-surnamed veterans (See Table 6).

High school graduates also showed increases in the use of G.I.Bill educational benefits. In the city limits area, for the 70/71 group, there was a 2.6% increase (Whites, 6.5% decrease; Blacks, 18.7% increase; Spanish, 18.8% increase); for the 71/72 group there was a 2.7% increase in utilization (Whites, 1.2% decrease; Blacks, 7.6% increase; Spanish, 21.2% increase).

Overall, the 70/71 group shows a 4.8% increase in the restricted area (Whites, 1.3% decrease; Blacks, 10.5% increase; Spanish, 4.5% increase) and a 7.3% increase in the city limits area (Whites, 1.5% decrease; Blacks, 25.7% increase; Spanish, 21.9% increase). A similar pattern exists for 71/72 group, which shows an 11.8% increase in the restricted area (Whites, 0.6% decrease; Blacks, 19.3% increase; Spanish, 33.0% increase) and a 4.6% increase in the city limits area (Whites, 2.9% decrease; Blacks, 18.6% increase; Spanish, 21.9% increase).

In the control city, Philadelphia, while there were some increases in utilization among non-high school graduates, they were not of the size, nor did they occur with the consistency with which they did in Chicago, for the most part. Among non-high school graduates in the city limits area, for example, although the 70/71 group showed a 6.2% decrease in utilization (Whites, 9.6% decrease; Blacks, 3.7% decrease), the 71/72 group showed a 39.2% increase in utilization (Whites, 65.0% increase; Blacks, 26.7% increase).

Overall, in the city limits area, there was a 6.6% decline in G.I. Bill utilization for the 70/71 group (Whites, 10.4% decrease; Blacks, 0.3% increase; Spanish, 72.5% increase, and a 0.7% increase for the 71/72 group (Whites, 0.6% increase; Blacks, 3.3% increase; Spanish, 54.4% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. Chicago VETS is a part of the Chicago city government, coming under Model Cities/Chicago Committee on Urban Opportunity. The VETS project comes directly under the Office of Veterans Affairs within Model Cities, which also runs its own veterans program. The Model Cities veterans program has a mission which, by and large, complements the work undertaken by VETS: to provide supportive services, job counseling, and vocational training opportunities. VETS, in Chicago, concentrates on providing access to higher education, remedial education, and classes for General Educational Development (GED) tests.[1]

[1]The two veterans programs have since merged, under Model Cities/Chicago Committee on Urban Opportunity. Since the model cities program had worked very closely with the VETS program, the merger should work to the advantage of both projects.

According to the Chicago Project Director, relations between the VETS project and the city government have been very good. The Model Cities agency within the Chicago city administration provides supporting services (e.g., accounting, printing, etc.) to the VETS projects. VETS recruiters are provided space by Model Cities in Urban Progress Centers—multi-service centers run by Model Cities. Many different services other than educational counseling can be provided to the interested veteran. Presently, five out of the twelve Urban Progress Centers are staffed by outreach workers from the VETS project. The Project Director is hopeful that five additional Centers can be staffed in the near future.

Staffing. The Chicago VETS project currently employs five outreach workers on a part-time basis, in addition to a Project Director. Each outreach worker works 20 hours a week, using an Urban Progress Center as his base of operations. All outreach workers are currently enrolled in school, most of them in local junior colleges. The majority of the outreach worker's working time is spent out in the community, contacting the returning veterans through lists of educationally disadvantaged veterans supplied by the VA.

The project started with 10 recruiters, but the number dwindled, through attrition, to the current five. The Project Director is now in the process of hiring an additional five recruiters, which will bring the number back up to the original 10. The City had allocated 80 half-time Emergency Employment Act (EEA) slots, to be filled through the VETS project. However, these could not be filled before the freeze on EEA hiring occurred. Plans called for hiring veterans, enrolled in school, who needed part-time jobs to supplement their G.I. Bill benefits. It is hoped that these positions can be filled when the freeze is lifted.

Relationship With the VA. Chicago VETS has experienced no real problems in dealing with the VA. If the veteran is interested in schooling, the VA forms are filled out right in the Urban Progress Center and are then forwarded to the VA. VETS stays in contact with the VA liaison man, following up on paperwork that has been forwarded through VETS. Processing usually takes from 30-60 days. Any problems that arise are handled by VA liaison men and VETS personnel.

The VA supplies staff for orientations for VETS personnel. In addition, it supplies people who participate in rap sessions with the veterans, sponsored by VETS. The VA also supplies a list of returning veterans who are educationally disadvantaged. This is used by the outreach worker in making contacts in the community.

Relationships With Other Local Organizations. A good working relationship exists with the American Red Cross. The Red Cross provides supportive services to veterans, in addition to supplying counseling and legal work for veterans with other than honorable discharges. The Red Cross also makes staff available for informal discussions with veterans. These discussion groups are set up by the VETS project and are well attended. Contacts with the American Legion and the V.F.W. have not proved useful.

The VETS project has contact with several state agencies. The project is now looking into the possibility of state scholarship aid to veterans enrolled in school, and cooperating with the State Employment Service. VETS would like to place counselors in State Employment Service offices, to distribute information and counsel veterans. In addition, a cooperative referral system has been established between the Model City's veterans office and the State Employment Service.

Relationships With Local Educational Institutions. The VETS Project Director has a liaison within most of the colleges and community colleges in the area. Relationship has been especially good with the junior colleges. The VETS project has experienced little trouble in getting veterans admitted to these schools.

In addition, a lot of veterans are referred to the Chicago Skill Center, or decentralized community college, offering remedial and vocational courses as well as regular junior college courses. In addition, G.E.D. courses are conducted in each of the

Table 5

Target City Chicago Compared With Control City Philadelphia, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Chicago					Control City: Philadelphia				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	368	23.1	254	30.7	+ 32.9	422	24.2	321	23.7	- 2.1
White	124	12.1	85	27.1	+124.0	212	26.4	155	23.2	-12.1
Black	208	26.9	139	32.4	+ 20.4	195	22.1	153	24.2	+ 9.5
Spanish	36	38.9	30	33.3	- 14.4	15	20.0	13	23.1	+15.5
High School Graduate Total	718	40.0	489	38.2	- 4.5	1,292	39.5	1,002	36.1	- 8.6
White	257	41.2	192	32.3	- 21.6	780	45.3	633	38.2	-15.7
Black	399	39.9	243	41.6	+ 4.3	485	31.3	353	32.0	+ 2.2
Spanish	62	35.5	54	44.4	+ 25.1	27	22.2	16	43.8	+97.3
All Educational Levels Total	1,302	37.7	893	39.5	+ 4.8	1,917	37.6	1,457	35.0	- 6.9
White	543	39.0	392	38.5	- 1.3	1,160	43.0	895	37.3	-13.3
Black	653	36.3	414	40.1	+ 10.5	714	29.8	529	30.8	+ 3.4
Spanish	106	39.6	87	41.4	+ 4.5	43	20.9	32	40.6	+94.3
City Limits										
Non-High School Graduate Total	1,051	22.4	842	30.0	+ 33.9	511	26.0	393	24.4	- 6.2
White	500	18.4	447	25.1	+ 36.4	257	28.0	190	25.3	- 9.6
Black	465	25.8	317	35.6	+ 38.0	239	24.3	188	23.4	- 3.7
Spanish	86	26.7	78	35.9	+ 34.5	15	20.0	15	26.7	+33.5
High School Graduate Total	2,655	39.2	2,057	40.2	+ 2.6	1,772	40.7	1,355	37.5	- 7.9
White	1,637	39.9	1,304	37.3	- 6.5	1,148	45.5	889	39.3	-13.6
Black	867	38.6	626	45.8	+ 18.7	595	32.3	446	33.6	+ 4.0
Spanish	151	35.1	127	41.7	+ 18.8	29	27.6	20	45.0	+63.0
All Educational Levels Total	4,593	38.1	3,714	40.9	+ 7.3	2,602	39.4	1,978	36.8	- 6.6
White	2,887	40.0	2,409	39.4	- 1.5	1,679	44.1	1,269	39.5	-10.4
Black	1,452	35.0	1,073	44.0	+ 25.7	878	31.3	671	31.4	+ 0.3
Spanish	254	34.3	232	41.8	+ 21.9	45	24.4	38	42.1	+72.5

Table 6

Target City Chicago Compared With Control City Philadelphia, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Chicago					Control City: Philadelphia				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	375	18.7	201	27.9	+49.2	408	15.2	236	22.5	+48.0
White	105	13.3	53	20.8	+56.4	203	12.8	120	21.7	+69.5
Black	221	20.8	113	32.7	+57.2	189	18.0	110	24.5	+36.1
Spanish	49	20.4	35	22.9	+12.3	16	12.5	6	--	--
High School Graduate Total	681	32.3	375	35.5	+ 9.9	1,161	28.4	630	27.9	- 1.8
White	244	34.4	157	36.9	+ 7.3	697	29.7	386	29.0	- 2.4
Black	376	31.1	180	31.7	+ 1.9	444	26.1	232	26.7	+ 2.3
Spanish	61	31.1	38	47.4	+52.4	20	35.0	12	16.7	-52.3
All Educational Levels Total	1,237	30.4	755	34.9	+11.8	1,742	27.3	988	28.6	+ 4.8
White	472	34.5	318	34.3	- 0.6	1,037	29.1	614	30.5	+ 4.8
Black	650	28.0	359	33.4	+19.3	667	24.6	354	26.3	+ 6.9
Spanish	115	27.0	78	35.9	+33.0	38	26.3	20	15.0	-43.0
City Limits										
Non-High School Graduate Total	1,045	18.5	668	24.7	+33.5	470	15.3	286	21.3	+39.2
White	497	15.1	350	18.6	+23.2	228	12.3	148	20.3	+65.0
Black	441	21.3	241	33.6	+57.7	224	18.7	131	23.7	+26.7
Spanish	107	22.4	77	24.7	+10.3	18	11.1	7	--	--
High School Graduate Total	2,597	32.9	1,613	33.8	+ 2.7	1,560	29.9	832	27.3	- 8.7
White	1,588	33.8	1,028	33.4	- 1.2	989	31.8	531	28.8	- 9.4
Black	861	31.4	479	33.8	+ 7.6	545	25.7	288	25.0	- 2.7
Spanish	148	31.1	106	37.7	+21.2	26	42.3	13	15.4	-63.6
All Educational Levels Total	4,491	32.4	3,148	33.9	+ 4.6	2,305	28.9	1,306	29.1	+ 0.7
White	2,780	34.5	2,063	33.5	- 2.9	1,439	31.3	841	31.5	+ 0.6
Black	1,440	29.1	877	34.5	+18.6	819	24.5	443	25.3	+ 3.3
Spanish	271	28.8	208	35.1	+21.9	47	29.8	22	13.6	-54.4

12 Urban Progress Centers, in cooperation with the City Colleges of Chicago. These G.E.D. programs were set up by the VETS project.

Key Functions Added to the Program. (a) G.E.D. program instituted in the 12 Urban Progress Centers, (b) work and cooperation with the American Red Cross on other than honorable discharges, (c) open-ended discussions or rap sessions between veterans and representatives of agencies concerned with veteran's problems instituted.

DISCUSSION

Is this pattern of increases consistent with the scope and goals of the Chicago VETS program? The answer, the authors believe, is a qualified yes. The VETS program in Chicago is a part of the city government, coming under the Model Cities/Chicago Committee on Urban Opportunity. The VETS recruiters in Chicago work out of Urban Progress Centers. These are 12 multi-service centers run by the Model Cities agency, located all over the Chicago Model Cities area. This gives the VETS program wide coverage all over the city. In addition, the Office of Veterans Affairs within Model Cities runs its own veterans' program, which primarily provides job counseling and supportive services for veterans, and refers those interested in schooling to the VETS recruiters. These considerations magnify the effect of the VETS program, which is operating with a relatively small staff.

In addition, remedial education and G.E.D. programs are a high priority within the Chicago program. Since G.E.D. classes are conducted in each of the 12 Urban Progress Centers, this makes the classes particularly accessible to the veteran. These classes were set up by the VETS project in cooperation with the City Colleges of Chicago. The organizational context within which the Chicago VETS project works, the authors believe, considerably magnifies the effect of what is a relatively small program, and makes it very likely that the VETS project in Chicago has had a very beneficial effect on G.I. Bill utilization rates in the city.

The strength of the increases in Chicago was among non-high school graduates and minority group veterans. These increases coincide with the thrust of the VETS program in Chicago. Examination of the utilization trends in Philadelphia support the judgment that the VETs program in Chicago had an impact on usage rates. Increases in Black utilization in the Chicago restricted area were 10.5% for the 70/71 group and 19.3% in the 71/72 group. The comparable groups in Philadelphia posted increases of 3.4% and 6.9%.

However, the pattern of increases in both cities is similar. While the increases seen in Philadelphia were not as large as those shown in Chicago, the rises in utilization in Chicago, especially among non-high school graduates, must be tempered with the experience in Philadelphia, which shows a trend of increasing utilization among these groups.

CLEVELAND

Results

The pattern of percent increases and decreases in G.I. Bill utilization in Cleveland does not lend itself to easy interpretation. In general, utilization in Cleveland has shown a decrease (See Tables 7 and 8). This is particularly true in the city limits area, where there was an overall percent decrease in utilization of 7.4 for the 70/71 group, (Whites, 9.8% decrease; Blacks, 2.4% decrease) and a 20.8% decrease in the 71/72 group (Whites, 20.5% decrease; Blacks, 24.2% decrease). There were some increases in utilization among Blacks

in the restricted area, who would constitute a high priority of the Cleveland project. In the 70/71 group, Black non-high school graduates in the restricted area showed a 37.2% decrease, while Black high school graduates showed a 23.1% increase. In the 71/72 group, Black non-high school graduates showed a 12.4% increase, while Black high school graduates showed an 8.5% decrease in utilization.

This pattern contrasts sharply with the one found in Pittsburgh, the control city. In the city limits area (the restricted area has too few cases to provide reliable utilization rates), Blacks show strong increases in utilization. In the 70/71 group, Black utilization increased 29.2% (non-high school graduates, 31.7% increase; high school graduates, 30.3% increase). In the 71/72 group, Black utilization increased 34.7% (non-high school graduates, 38.2%; high school graduates, 38.9%).

Overall, however, there was a decrease of 2.9% in the 70/71 group (Whites, 7.7% decrease; Blacks, 29.2% increase) and an 0.8% decrease in the 71/72 group (Whites, 5.4% decrease; Blacks, 34.7% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. Cleveland VETS is a part of the city administration, coming under the Commissioner of Manpower Development. The Manpower Development Division is, in turn, under the Office of Human Resources and Economic Development. The Project Director for Cleveland VETS serves as part of the Manpower Commissioner's Staff.

The city administration retains control over the project in much the same way as it would over any other city agency. All hiring and firing, and all expenditures for the project, must be approved by the city. This close contact with the city has been the source of some problems for the VETS center. The center was not always made aware of what was expected and what procedures had to be followed. In addition the amount of red-tape has slowed up progress of the VETS project

Staffing. There are nine people involved in the Cleveland VETS program. The Project Director, Assistant Project Director and a secretary work out of a central office provided by the city, as do two of the six outreach workers. The remaining four outreach workers are stationed in Neighborhood Opportunity Centers located throughout the city, in low income and minority areas.

The Project Director started work in October 1971. He and a secretary were the only project staff until June 1972. The project was originally allocated EEA slots for 5 full-time and 10 part-time outreach workers. However, the freeze on filling EEA positions hit before the full number could be hired.

In addition, the Manpower Commissioner and members of her staff obligate part of their time to providing assistance and supporting the program.

Relationship With the VA. Contact in the VA has been established with the Chief Benefits Specialist. He does counseling as well as following up on the veteran's benefits application. In general, the VA application forms are filled out in the VETS office, the outreach worker providing help when necessary, and are forwarded from there to the VA. VA contact will then keep VETS center informed on the progress of the application, and any special problems that might arise. This relationship has worked to the mutual benefit of VA and the VETS center.

Relationship With Other Local Groups. VETS is in the process of obtaining a $5,000 grant from the National Foundation Association. This money will be used as a revolving loan fund for veterans enrolled in school who need temporary financial assistance. This fund should be operational for the spring quarter.[2] A relationship has also been

[2]This grant has since been received, and the fund is making loans to veterans enrolled in school. As of November 1973, some new outreach centers had been opened, and some new activities added to the project.

Table 7

Target City Cleveland Compared With Control City Pittsburgh, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Cleveland					Control City: Pittsburgh				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	111	27.9	62	21.0	-24.7	17	35.3	15	33.3	- 5.7
White	29	10.3	19	15.8	+53.4	13	30.8	11	27.3	-11.4
Black	82	34.1	42	21.4	-37.2	4	50.0	4	50.0	0.0
Spanish	0	0.0	1	100.0	--	0	0.0	0	0.0	--
High School Graduate Total	239	33.9	150	39.3	+15.9	63	33.3	64	34.4	+ 3.3
White	73	43.8	42	50.0	+14.2	44	31.8	46	34.8	+ 9.4
Black	161	28.6	105	35.2	+23.1	19	36.8	18	33.3	- 9.5
Spanish	5	60.0	3	33.3	-44.5			NO DATA		
All Educational Levels Total	379	34.0	230	34.4	+ 1.2	96	35.4	88	35.2	- 0.6
White	122	39.3	66	37.9	- 3.6	69	34.8	65	35.4	+ 1.7
Black	251	30.7	160	32.5	+ 5.9	27	37.0	23	34.8	- 6.0
Spanish	6	66.7	4	50.0	-25.0	0	0.0	0	0.0	--
City Limits										
Non-High School Graduate Total	235	25.1	189	22.2	-11.6	94	36.2	95	38.9	+ 7.5
White	107	20.6	113	23.0	+11.7	66	31.8	77	33.8	+ 6.3
Black	126	28.6	73	20.5	-28.3	28	46.4	18	61.1	+31.7
Spanish	2	50.0	3	33.3	-33.4	0	0.0	0	0.0	--
High School Graduate Total	821	37.2	602	37.5	+ 0.8	576	42.7	498	42.2	- 1.2
White	516	37.8	395	38.2	+ 1.1	496	44.2	423	41.4	- 6.3
Black	294	34.7	199	35.7	+ 2.9	78	34.6	71	45.1	+30.3
Spanish	11	72.7	8	50.0	-31.2	2	0.0	4	75.0	--
All Educational Levels Total	1,212	37.9	904	35.1	- 7.4	845	45.3	732	44.0	- 2.9
White	756	39.7	600	35.8	- 9.8	722	46.8	632	43.2	- 7.7
Black	442	33.7	292	32.9	- 2.4	120	36.7	95	47.4	+29.2
Spanish	14	71.4	12	50.0	-30.0	3	33.3	5	80.0	+140.2

Table 8

Target City Cleveland Compared With Control City Pittsburgh, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Cleveland					Control City: Pittsburgh				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	92	22.8	55	27.3	+19.7	25	24.0	16	18.8	-21.7
White	28	14.3	15	13.3	- 7.0	13	23.1	10	10.0	-56.7
Black	62	27.4	39	30.8	+12.4	11	27.3	6	33.3	+22.0
Spanish	2	0.0	1	100.0	--	1	0.0	0	0.0	--
High School Graduate Total	182	27.5	124	25.0	- 9.1	60	40.0	46	37.0	- 7.5
White	63	27.0	28	25.0	- 7.4	45	37.8	31	32.3	-14.6
Black	115	27.0	93	24.7	- 8.5	15	46.7	15	46.7	0.0
Spanish	4	50.0	3	33.3	-33.4			NO DATA		
All Educational Levels Total	293	27.6	189	26.5	- 4.0	99	35.4	76	32.9	- 7.1
White	101	26.7	47	23.4	-12.4	71	35.2	53	28.3	-19.6
Black	186	28.0	138	26.8	- 4.3	27	37.0	23	43.5	+17.6
Spanish	6	33.3	4	50.0	+50.2	1	0.0	0	0.0	--
City Limits										
Non-High School Graduate Total	235	21.3	152	18.4	-13.6	136	25.0	89	31.5	+26.0
White	136	16.9	79	11.4	-32.5	98	22.4	70	27.1	+21.0
Black	96	28.1	71	23.9	-14.9	35	34.3	19	47.4	+38.2
Spanish	3	0.0	2	100.0	--	3	0.0	0	0.0	--
High School Graduate Total	710	31.7	44.1	24.7	-22.1	509	34.4	320	32.2	- 6.4
White	467	31.3	271	25.5	-18.5	444	35.1	271	31.4	-10.5
Black	237	32.5	163	23.3	-28.3	63	27.0	48	37.5	+38.9
Spanish	6	33.3	7	28.6	-14.1	2	100.0	1	0.0	--
All Educational Levels Total	1,091	31.7	702	25.1	-20.8	806	36.0	532	35.7	- 0.8
White	722	31.7	440	25.2	-20.5	691	36.9	455	34.9	- 5.4
Black	359	31.8	253	24.1	-24.2	109	30.3	76	40.8	+34.7
Spanish	10	30.0	9	44.4	+48.0	6	33.3	1	0.0	--

established with the National Council of Churches. This group is doing some work on the emotional needs and readjustment problems of returning Vietnam veterans.

Several city agencies have provided assistance to the VETS center. A very good relationship exists between VETS and the Cleveland anti-poverty agency. The Council for Economic Opportunity (CEO) has provided space and furniture for outreach workers in five of its local centers. The Director of CEO is on the VETS Advisory Board. The EEA Director has also provided assistance by helping get veterans hired. All EEA slots to be filled are funneled through the VETS office. About 130 veterans have been placed on public employment through the VETS center. Some of these are being transferred from EEA to the permanent city payroll.

The State Employment Service provides job counseling, and also supplies the VETS center with a list of veterans recently separated from service. Contacts established with the American Legion and the Urban League have not been productive.

Relationship With Local Educational Institutions. The VETS center in Cleveland has contact with a number of colleges, community colleges, and vocational schools in the area. The contacts with community colleges have proved the most successful. The community colleges seem more interested in having veterans enroll. They had cancelled a short-term loan program but, after negotiations with VETS, agreed to reopen the program for veterans. The community colleges also try very hard to find part-time jobs for veterans who need to supplement their VA checks. Nearly 100 veterans have been placed in the East Campus of the Community College system.

Central State University has also been very cooperative. Tuition will be waived for any veteran until his VA checks start coming in. Every veteran is also promised a part-time job if he wants it.

Vocational training opportunities are available through adult education, apprenticeship programs, private schools, and the community colleges. The community colleges are in the process of starting an Upward Bound program for veterans.

Key Functions Added to the Program. The VETS center acts as a clearinghouse for public employment for veterans in Cleveland. VETS has on counselor who specializes in dealing with people who have other than honorable discharges. He works with veterans in cooperation with the Red Cross. Prisoners in the city workhouse are given the opportunity to attend community college. VETS has worked with prisoners who are veterans, getting them into this program.

Discussion

This pattern of results contrasts with the authors' impression that the Cleveland project was a particularly active one, although rather a small program. It should be noted that the Cleveland project was one of those that engaged quite heavily in those activities which do not receive "credit" for the purposes of this evaluation (e.g. job counseling and work with veterans who had other than honorable discharges).

While there were some increases in Cleveland that seem consistent with the aims of the program, these gains were neither consistent nor large when compared to the utilization trends in Pittsburgh or among the control cities as a whole. Since the program's outreach centers were located mainly in poverty areas, the main impact of the program would be felt in the restricted area. As mentioned above, this effect was not consistently seen. However, because of the small numbers of separated veterans in Pittsburgh's restricted area, a direct comparison between the two cities was not possible.

The conclusion that was drawn, based on the city limits comparisons, is that the impact of the VETS program in Cleveland did not manifest itself in increases in G.I. Bill utilization among the groups considered for study. In this case, the conclusion drawn from the comparisons of utilization rates does not agree with the perceived quality of the

program in Cleveland. Given the priorities and size of the program (only 6 outreach workers as of February 1973) up against the rather large size of the veteran population in Cleveland, however, it is perhaps unrealistic to expect the impact of the program to be felt in increased utilization rates city-wide.

DENVER

Results

In Denver, there were some strong gains in utilization shown by Spanish-surnamed veterans, especially non-high school graduates (See Tables 9 and 10). Among Spanish-surnamed veterans in the restricted area, there was a 17.9% increase in utilization for the 70/71 group (non-high school, 42.9% increase; high school graduates, 8.5% increase) and a 0.3% decrease in the 71/72 group (non-high school graduates, 94.7% increase; high school graduates, 34.3% decrease). The same trend exists in the city limits area, where non-high school graduate Spanish-surnamed individuals showed a 38.8% increase in the 70/71 group. Blacks in Denver, although not a large segment of the veteran population, also showed increases in utilization. Overall, Blacks in the city limits area showed a 9.7% increase in the 70/71 group and an 8.7% increase in the 71/72 group.

Whites, on the other hand, generally made less use of their G.I. Bill benefits, the one exception being Whites in the 70/71 restricted area group. Here, overall participation increased 9.8% (non-high school graduates, 2.5% increase; high school graduates, 14.8% increase). The 71/72 group in the restricted area showed a 22.0% decrease in utilization (non-high school graduates, 54.3% decrease; high school graduates, 12.6% decrease). In the city limits area, White utilization decreased 6.8% among the 70/71 group and 11.1% among the 71/72 group.

In contrast, Omaha, the control city, shows general decreases in utilization. It should be noted that the minority veteran group in Omaha is very small, which precludes meaningful comparisons with comparable groups in Denver.

As in Denver, Whites generally showed decreased utilization. In the restricted area, overall participation decreased 5.1% for the 70/71 group, and 14.0% for the 71/72 group. In the city limits area, utilization dropped 6.8% for the 70/71 group and 14.9% for the 71/72 group. Interestingly, White non-high school graduates in the city limits area showed increases in utilization—36.8% for the 70/71 group and 28.3% for the 71/72 group.

Project Organization and Operation

Sponsorship and Relations With Sponsor. Denver Veterans' Opportunity Center is presently run under the sponsorship of Metropolitan State College, However, through February 15, 1973, the project had been run by the local Urban Coalition.[3]

The Urban Coalition was the fiscal agent for the project, approving all expenditures made by the office. However, aside from retaining fiscal control, the Urban Coalition chose to let the program run autonomously.

Impact of Local Political Situation. The project has had little contact with the city administration. At the start of the project, EEA slots were promised by the city. Three full-time EEA slots have been received; these have been split into six half-time slots.

[3]The planning grant transferring control of the VETS project was to expire on 30 April 1973. However, around the end of February, the VETS National Director had to inform Denver that their contract would not be renewed after the planning grant money ran out. Denver then asked that there be a no-cost extension of the planning grant until 30 June 1973. The request was approved by OEO. In new funding that was received from OEO, however, Denver was reinstated as a VETS target city, with a contract to run from 1 July 1973 to 30 June 1974.

Table 9

Target City Denver Compared With Control City Omaha, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Denver					Control City: Omaha				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	100	29.0	64	32.8	+13.1	27	14.8	14	0.0	--
White	46	28.3	31	29.0	+ 2.5	11	9.1	10	0.0	--
Black	11	54.5	6	50.0	- 8.3	14	21.4	4	0.0	--
Spanish	43	23.3	27	33.3	+42.9	2	0.0	0	0.0	--
High School Graduate Total	249	42.6	187	47.6	+11.7	78	43.6	84	33.3	-23.6
White	163	41.1	125	47.2	+14.8	60	38.3	52	28.8	-24.8
Black	23	30.4	13	23.1	-24.0	17	64.7	27	37.0	-42.8
Spanish	63	50.8	49	55.1	+ 8.5	1	0.0	5	60.0	--
All Educational Levels Total	406	40.9	325	45.2	+10.5	136	41.9	132	38.6	- 7.9
White	255	40.8	219	44.8	+ 9.8	92	39.1	89	37.1	- 5.1
Black	35	40.0	24	37.5	- 6.3	40	50.0	38	39.5	-21.0
Spanish	116	41.4	82	48.8	+17.9	4	25.0	5	60.0	+140.0
City Limits										
Non-High School Graduate Total	138	30.4	104	33.7	+10.9	64	17.2	50	22.0	+27.9
White	72	30.6	58	32.8	+ 7.2	46	17.4	42	23.8	+36.8
Black	16	50.0	13	38.5	-23.0	15	20.0	6	0.0	--
Spanish	50	24.0	33	33.3	+38.8	3	0.0	2	50.0	--
High School Graduate Total	557	47.2	410	47.8	+ 1.3	306	50.0	329	44.7	-10.6
White	424	49.1	325	47.4	- 3.5	279	49.8	286	45.5	- 8.6
Black	49	28.6	25	36.0	+25.9	24	58.3	30	36.7	-37.0
Spanish	84	48.8	60	55.0	+12.7	3	0.0	13	46.2	--
All Educational Levels Total	930	47.5	782	46.4	- 2.3	508	50.8	533	47.3	- 6.9
White	704	50.0	629	46.6	- 6.8	452	51.8	472	48.3	- 6.8
Black	78	37.2	49	40.8	+ 9.7	48	47.9	46	37.0	-22.8
Spanish	148	41.2	104	48.1	+16.7	8	12.5	15	46.7	+273.6

Table 10

Target City Denver Compared With Control City Omaha, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Denver					Control City: Omaha				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	89	23.6	58	24.1	+ 2.1	25	24.0	16	25.0	+ 4.2
White	39	28.2	31	12.9	-54.3	18	27.8	10	20.0	- 28.1
Black	13	23.1	8	37.5	+62.3	6	16.7	5	40.0	+139.5
Spanish	37	18.9	19	36.8	+94.7	1	0.0	1	0.0	-
High School Graduate Total	231	32.5	148	26.4	-18.8	78	39.7	60	28.3	- 28.7
White	145	31.7	94	27.7	-12.6	56	39.3	49	26.5	- 32.6
Black	23	17.4	8	12.5	-28.2	21	42.9	9	33.3	- 22.4
Spanish	63	39.7	46	26.1	-34.3	1	0.0	2	50.0	-
All Educational Levels Total	386	32.6	268	27.6	-15.3	128	36.7	93	31.2	- 15.0
White	243	34.6	174	27.0	-22.0	97	37.1	72	31.9	- 14.0
Black	40	22.5	22	18.2	-19.1	29	37.9	18	27.8	- 26.6
Spanish	103	32.0	72	31.9	- 0.3	2	0.0	3	33.3	-
City Limits										
Non-High School Graduate Total	138	23.2	97	21.7	- 6.5	41	22.0	39	28.2	+ 28.2
White	74	25.7	63	17.5	-31.9	31	22.6	31	29.0	+ 28.3
Black	24	20.8	9	33.3	+60.1	7	14.3	6	33.3	+132.9
Spanish	40	20.0	25	28.0	+40.0	3	33.3	2	0.0	-
High School Graduate Total	500	38.0	327	33.6	-11.6	295	43.4	208	33.7	- 22.4
White	361	39.1	248	34.7	-11.3	260	44.6	190	33.7	- 24.4
Black	46	26.1	22	36.4	+39.5	29	37.9	12	33.3	- 12.1
Spanish	93	39.8	57	28.1	-29.4	6	16.7	6	33.3	+ 99.4
All Educational Levels Total	861	37.6	638	34.6	- 8.0	512	44.3	346	37.6	- 15.1
White	636	39.8	495	35.4	-11.1	462	45.5	313	38.7	- 14.9
Black	80	26.3	49	28.6	+ 8.7	39	35.9	24	29.2	- 18.7
Spanish	145	34.5	94	34.0	- 1.4	11	27.3	9	22.2	- 18.7

The project has done some work on the state level. They have had contacts with state senators and representatives, advocating the passage of a State G.I. Bill of Rights. The State G.I. Bill would include reemployment rights and free tuition for veterans at state universities.

Staffing. The project got underway in February 1972. At that time, six outreach workers were hired, in addition to the Director and a secretary. In June 1972 an outreach coordinator was added to the staff. He left in September, however, when the funds for the position, provided by the National Council of Churches, ran out. In November 1972 a new Project Director was hired. The number of outreach workers remained at six. However, the National Council of Churches has recently committed money to hire five student veteran recruiters on College Work Study. These new workers have not yet been added to the staff.

Relationship With the VA. The relationship between the VA and the project has been fairly good. The VA has made personnel available for VETS staff orientations. However, delays and problems frequently arise in getting veterans their checks. The Project Director feels that these delays stem from understaffing and the amount of red tape at the VA, rather than VA indifference to the veterans.

The VA forms are filled out at the outreach centers and sent over to the VA. The outreach workers follow up on applications with the VA, and try to expedite the processing.

Relationships With Other Local Groups. The Denver VETS project has a number of useful relationships with local groups. The project has been working closely with the American Red Cross in getting less-than-honorable discharges and disability ratings reviewed, for example.

The Denver project also works with the National Alliance of Businessmen, attempting to find jobs for veterans. As in other cities, this contact has not proved all that useful, the jobs being mostly of a menial sort. The relationship between the project and the Mountain Bell Telephone Company has proved very helpful. The telephone company alerts the project about all employment opportunities, and quite a few placements have been made. The project has a very useful relationship with the AFofL/CIO. Through the AFofL/CIO, veterans have been placed in union apprenticeship positions. Suburban cities and the Federal Career Service also notify VETS of job opportunities.

The local anti-poverty agency has cooperated with the project. Three of the project's five outreach centers are in OEO Action Centers. Two additional ones are in community centers. The VETS project coordinates with the GI Forum, also. GI Forum refers veterans interested in school to VETS, while VETS refers people interested in full-time jobs to GI Forum.

The VETS project, in cooperation with the American Red Cross, has made a proposal for a revolving emergency loan fund for veterans enrolled in school. The proposal, made to the United Way fund, was for $10,000. The Project Director has received preliminary indications that the proposal will be approved, although probably not for the full amount. The money would be used to help veterans buy necessities while waiting for the VA support checks to come through.

Relationships With Local Educational Institutions. Cooperation between the project and local educational institutions has been very good. The project has always cooperated very closely with Metro State College. Metro is located right in Denver and has a variety of programs available, including Veterans Upward Bound, and a

College-preparation program.[4] The Community College of Denver has three campuses in the city. In addition to the two-year course of study, they have a G.E.D. program. Vocational and technical courses are offered by Emily Griffith Opportunity School, which also offers a G.E.D. program. The University of Colorado also has a Denver campus. So far, no veteran has been refused admission to Metro or Community College of Denver. Both of these institutions have a veterans' counselor.

VETS, in cooperation with the schools, tries to find a part-time job for every veteran interested in one, to supplement his VA checks.

Discussion

As in the case of Chicago, these gains in G.I. Bill utilization are consistent with the VETS program in Denver. Again, as in Chicago, the Denver VETS center has space in community center and neighborhood multi-service centers. Two outreach centers are in community centers, three are located in OEO Action Centers. There also seems to be ready availability of G.E.D. programs for non-high school graduates, Metro City College and the Community College of Denver (three campuses) both offer G.E.D. programs. Metro also has a Veterans Upward Bound program. The Denver VETS project works out of Metro City College. In addition, Mexican-American veterans are a high priority group for the Denver VETS project.

The small numbers of minority group veterans in Omaha make comparisons of performance in the two cities difficult. The pattern of utilization among Whites is very similar. In the city limits area, both cities show overall decreases in utilization of roughly the same magnitude. Among minority group veterans, however, Denver clearly showed a trend of increasing utilization consistent with the goals of the program. Overall, in the Denver city limits area utilization among Blacks increased 9.7% in 70/71 and 8.7% in 71/72, while utilization decreased 22.8% and 18.7% for the same groups in Omaha. In both of these cities, however, the Black veteran population is not large.

In Denver, the Spanish population of veterans in the groups studied is quite large. There were 491 Spanish-surnamed veterans in Denver in the four groups studied; there were only 43 Spanish-surnamed veterans in the four groups in Omaha. No comparisons can be made for this group between Omaha and Denver. As mentioned above, the increases that were seen among Spanish veterans correspond closely with the goals of the program. It is felt that the Denver program did impact on these rates; however, there was a trend of increasing utilization among minority veterans and the gains in Denver should be seen in this light.

DETROIT

Results

There were general decreases in G.I. Bill utilization during the periods studied in Detroit (See Tables 11 and 12). In the city limits area, there was an 8.4% decrease in the 70/71 group (Whites, 8.5% decrease; Blacks, 5.0% decrease) and a 14.3% decrease in the 71/72 groups (Whites, 17.6% decrease; Blacks, 11.6% decrease). The Spanish population identified in Detroit was judged too small to produce reliable utilization rates.

[4] The VETS Project Director is now trying to consolidate and coordinate the programs for veterans in the Denver area at Metro State. This consolidated outreach program will include three programs operating at Metro, as well as programs that were operating out of Community College of Denver, Arapahoe Community College, and Colorado University at Denver Center. Under the unified program, to be called Veterans Information Program, each institution provides a portion of operating personnel, materials, and funds.

Table 11

Target City Detroit Compared With Control City St. Louis, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Detroit					Control City: St. Louis				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	154	27.3	129	31.0	+13.6	163	25.2	150	32.7	+29.8
White	48	16.7	31	19.4	+16.2	24	16.7	29	24.1	+44.3
Black	103	32.0	97	35.1	+ 9.7	139	26.6	121	34.7	+30.5
Spanish	3	33.3	1	0.0	-	0	0.0	0	0.0	-
High School Graduate Total	337	35.6	270	32.2	- 9.6	221	34.4	215	37.7	+ 9.6
White	101	37.6	61	37.7	+ 0.3	41	29.3	44	31.8	+ 8.5
Black	232	34.5	203	30.1	-12.8	179	35.8	170	39.4	+10.1
Spanish	4	50.0	6	50.0	0.0	1	0.0	1	0.0	-
All Educational Levels Total	543	35.7	441	35.2	- 1.4	430	32.6	409	37.6	+15.3
White	176	36.4	104	35.6	- 2.2	83	30.1	88	35.2	+16.9
Black	358	34.9	330	34.8	- 0.3	344	32.9	319	38.2	+16.1
Spanish	9	55.6	7	42.9	-22.8	3	66.7	2	50.0	-25.0
City Limits										
Non-High School Graduate Total	393	25.4	333	26.1	+ 2.8	368	21.7	366	29.8	+37.3
White	208	22.6	165	21.2	- 6.2	196	17.3	206	25.2	+45.7
Black	175	29.1	163	31.9	+ 9.6	170	27.1	159	35.9	+32.5
Spanish	10	20.0	5	0.0	-	2	0.0	1	0.0	-
High School Graduate Total	1,125	40.4	915	35.8	-11.4	1,032	43.3	1,047	43.8	+ 1.2
White	659	42.2	514	39.5	- 6.4	832	45.2	789	44.5	- 1.5
Black	453	36.9	384	30.7	-16.8	240	36.3	248	41.5	+14.3
Spanish	13	69.2	17	41.2	-40.5	10	60.0	10	40.0	-33.3
All Educational Levels Total	1,758	39.4	1,464	36.1	- 8.4	1,908	42.0	1,916	45.1	+ 7.4
White	1,051	41.3	834	37.8	- 8.5	1,438	44.3	1,448	46.7	+ 5.4
Black	680	35.9	607	34.1	- 5.0	452	33.6	452	40.3	+19.9
Spanish	27	51.9	23	30.4	-41.4	18	66.7	16	43.8	-34.3

Table 12

Target City Detroit Compared With Control City St. Louis, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Detroit					Control City: St. Louis				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	156	21.8	92	21.7	- 0.5	136	24.3	90	33.3	+37.0
White	41	12.2	25	16.0	+31.1	31	19.4	18	22.2	+14.4
Black	112	25.0	65	24.0	- 1.6	103	25.2	72	36.1	+43.3
Spanish	3	33.3	2	0.0	-	2	50.0	0	0.0	-
High School Graduate Total	362	26.0	214	23.4	-10.0	235	23.8	140	33.6	+41.2
White	84	33.3	55	23.6	-29.1	47	29.8	33	18.2	-38.9
Black	274	24.1	153	22.2	- 7.9	187	22.5	107	38.3	+70.2
Spanish	4	0.0	6	50.0	-	1	0.0	0	0.0	-
All Educational Levels Total	576	26.9	345	23.8	-11.5	438	29.2	281	34.2	+17.1
White	150	31.3	91	20.9	-33.2	102	34.3	68	29.4	-14.3
Black	418	25.4	244	24.2	- 4.7	333	27.6	213	35.7	+29.3
Spanish	8	25.0	10	40.0	+60.0	3	33.3	0	0.0	-
City Limits										
Non-High School Graduate Total	389	17.2	217	21.2	+23.3	379	19.0	257	29.2	+53.7
White	207	13.0	106	19.8	+52.3	229	14.8	157	26.1	+76.4
Black	176	22.2	104	22.1	- 0.5	148	25.0	98	33.7	+34.8
Spanish	6	16.7	7	28.6	+71.3	2	50.0	2	50.0	0.0
High School Graduate Total	1,123	31.8	626	27.5	-13.5	1,155	35.6	793	34.2	- 3.9
White	599	34.9	325	28.6	-18.1	903	39.0	627	32.7	-16.2
Black	504	28.4	287	25.4	-10.6	247	22.7	160	39.4	+73.6
Spanish	20	25.0	14	42.9	+71.6	5	60.0	6	50.0	-16.7
All Educational Levels Total	1,752	31.4	1,006	26.9	-14.3	2,230	38.5	1,530	35.0	- 9.1
White	974	34.6	541	28.5	-17.6	1,763	41.4	1,198	34.5	-16.7
Black	747	27.6	442	24.4	-11.6	456	27.2	315	36.5	+34.2
Spanish	31	25.8	23	39.1	+51.6	11	54.5	17	41.2	-24.4

Non-high school graduates showed some sporadic increases in utilization. In the city limits area, non-high school graduates showed a 2.8% increase in the 70/71 group (Whites, 6.2% decrease; Blacks, 9.6% increase) and a 23.3% increase in the 71/72 group (Whites, 52.3% increase; Blacks, 0.5% decrease). High school graduates showed consistent declines in utilization over the period studied. This was generally true in both the restricted and city limits areas.

Conversely, St. Louis, the control city, showed consistent and substantial gains in VA utilization. These increases in utilization were particularly strong among Blacks and among non-high school graduates. In the restricted area, non-high school graduates showed a 29.8% increase in the 70/71 group (Whites, 44.3% increase; Blacks, 30.5% increase) and a 37.0% increase in the 71/72 groups (Whites, 14.4% increase; Blacks, 43.3% increase). There were comparable gains made by non-high school graduates in the city limits area. Black high school graduates also showed consistent increases in utilization. In the 70/71 group Black high school graduates evidenced a 10.1% increase in the restricted area and a 14.3% increase in the city limits area, for the 71/72 group the comparable numbers are a 70.2% increase and a 73.6% increase.

Project Organization and Operation

Sponsorship and Relations With Sponsor. The VETS project in Detroit is run under the name of CERV (Center for the Education of Returning Veterans). The Detroit project was set up by 21 institutions of higher education in the Detroit area. The project grew out of a meeting in which most schools in the Detroit area met to discuss the problems of veterans as they related to higher education. Twenty-one of the schools decided to form a consortium to do something about veteran problems. Each school designated a veterans' counselor, and set up part-time slots for student veterans to act as outreach workers. CERV negotiated to fund these slots, receiving primary funding through EEA and secondary funding through the College Work Study Program (CWSP).[5]

The VETS grant was approved by the Mayor's office, but paid directly to Wayne State University, which acted as the fiscal agent for the consortium. A change of administration at Wayne State delayed the implementation of the grant until January 1972. The CERV program is governed by an Executive Board, made up of members elected by the consortium participants. As fiscal agent, however, Wayne State University has ultimate responsibility for approving expenditures for the project.

Two areas of concern, in the current situation, were expressed by the Project Director. First, the Executive Board, interested in balancing the power that Wayne State had as fiscal agent, tended to over-manage the project. The Project Director had little latitude to meet demands as they arose on a day-to-day basis. Second, the schools were not enthusiastic about making the project into an outreach program, preferring to keep their staff as an in-house veterans' advisory group. Most of the outreach work that is done, is done out of the main office.

Staffing. The Project Director for the CERV project started work in January 1972. The main office was staffed and set up between January and April. There are four outreach workers, all student veterans working part-time, in the main office. In addition, one recruiter works out of the office in the city of Pontiac.

[5]The Detroit project was reorganized on 1 August 1973. On that date, the sponsor became the mayor's Committee on Human Resource Development. The program was taken out of the 21-college consortium, and the goals of the program were changed. Now, the project will concentrate on outreach activities in Detroit. The VETS staff will concentrate on recruiting veterans for education and training from Detroit, rather than servicing veterans already enrolled in school or interested in enrolling in one of the consortium schools.

Each school in the consortium supplies a veterans' counselor, plus some student recruiters. There are 25 veterans' counselors (some schools have multiple campuses) and approximately 78 student recruiters working out of participating schools. Student recruiters are paid through a variety of means—College Work Study, EEA funds, or institutional money.

Relationship With the VA. The VA regional office has cooperated up to a point with the VETS project in Detroit. The VA helped the Project Director brief and instruct the VETS staff, including veterans' counselors from the participating institutions. The Project Director has been able to cut red tape somewhat, shortening the time between enrollment and the start of G.I. Bill payments. VA forms are processed at the school the veteran is interested in attending, and forwarded to the VA.

Relationships With Other Local Groups. The Project Director has made many contacts with local agencies engaged in anti-poverty work, or interested in helping veterans. He has set up a cross-referral system. Cooperating agencies steer veterans toward the CERV program, CERV refers veterans whose needs are best met by another agency to that agency. The American Legion has provided the CERV project with its list of returning veterans. This is used for outreach work.

Michigan Employment Security Commission has given permission to CERV to set up an information table in some of its offices. Literature is distributed to veterans as they come into the offices. A recruiter is stationed at the table for counseling.

The CERV project received $1000 from New Detroit, a local group interested in urban reform and revitalization.

The National Alliance of Businessmen has been furnishing a job list to CERV. The job placement operation has not met with a lot of success, however. This stems mainly from the fact that the jobs available were of a menial type, not offering much of a future.

Relationship With Local Educational Institutions. Since the Detroit project grew out of a consortium of 21 institutions of higher education, the relationship between CERV and the local schools is very good. The Project Director reports no trouble in placing students in the schools, some, in fact, have open admissions. The 21 schools provide a variety of programs, one of which is almost surely fitted to a veteran's abilities and interests. Vocational courses, as well as regular college courses, are available through the schools. Any veteran who goes to one of the participating schools will be referred to another, if that particular school is not right for him.

Discussion

The Detroit VETS project has an organizational setup that is very different from the other VETS cities evaluated in this report, since the project is really a consortium of 21 Detroit area colleges and universities. The project is quite large, utilizing over 100 people on a part-time basis, over a five-county area. Yet the Detroit program does not have a large outreach program in operation. The outreach work, for the most part, is done from the main office with a small staff. Resources are concentrated on providing in-house veteran's affairs staffs for the members of the consortium.

There are, then, two constraining influences on the interpretation of the Detroit utilization rates: (a) although the staff is quite large, the outreach work done by the project is a relatively minor part of its functions; (b) the Detroit project covers a five-county area, but the utilization rates presented here are only for the city of Detroit.

With these constraints in mind, it must be said that no positive influences on the G.I. Bill utilization rates can be seen as a result of the presence of the Detroit VETS project. The prime target of the Detroit project, as a consortium of 21 area colleges, should be high school graduates. Among high school graduates, however, there were

consistent declines in utilization. While there were some increases shown by non-high school graduates, these were neither consistent with the programs set up, nor substantial when compared with the control city.

INDIANAPOLIS

Results

The veteran population in the restricted area of Indianapolis is small, and only the White population is large enough to produce stable utilization rates. Therefore, this discussion will concern only the city limits area.

In the city limits area, there is a fairly encouraging pattern of increases in G.I. Bill utilization (See Tables 13 and 14). There were increases among non-high school graduates, and among Black high school graduates. In the 70/71 group, non-high school graduates showed a 1.1% decrease in utilization (Whites, 4.2% increase; Blacks, 7.8% decrease). In the 71/72 group, however, there was a healthy 40.6% increase in utilization (Whites, 39.0% increase; Blacks, 32.7% increase). While there was a 11.9% decrease in utilization among high school graduates in the 70/71 group, Blacks in this group showed a 6.3% increase in utilization. In the 71/72 group there was a 9.2% increase among high school graduates, Whites showed a 2.2% increase and Blacks a 29.4% increase in utilization.

In Columbus, the control city, there was a general pattern of increased utilization. Among non-high school graduates in the city limits area, there was a 94.4% increase in the 70/71 group (Whites, 92.4% increase; Blacks, 94.0% increase) and a 37.3% increase in the 71/72 group (Whites, 33.0% increase; Blacks 123.2% increase). Increases among high school graduates were more modest, although increases among Blacks were still substantial. In the 70/71 group, high school graduates in the city limits area showed a 3.3% decrease in utilization (Whites, 9.6% decrease; Blacks, 47.0% increase) and the 71/72 group showed a 17.9% increase (Whites, 14.9% increase; Blacks, 36.6% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. The Indianapolis VETS project is part of the city administration, coming under the Metropolitan Manpower Commission. The Project Director is a city employee on loan to the project from the Department of Metropolitan Development. Being within the city government has allowed the project to draw on resources available through the city. Six of the project's ten outreach centers are located in agencies of the city or state government. In addition, the city has made available 30 full-time EEA slots, to be filled with veteran recruiters. Initially, there was some lack of cooperation on the part of the city administration, resulting in difficulty in obtaining authorized resources. However, that situation has changed substantially. Budgetary problems have been satisfactorily resolved, and previously lacking material items have been supplied. Presently, the Mayor, both Deputy Mayors, the Press Secretary, and the Administrative Assistant are giving consistent support to the program. There also has been some conflict between the project and its host agency, Metropolitan Manpower Commission. However, according to the Project Director, most of these in-house problems have been circumvented.

According to information received from National VETS in November 1973, there are now 13 outreach centers in addition to the main office. There are four recruiters now employed with funds provided by VETS, and 13 employed with EEA funds. Three of these are part-time. An additional ten full-time staff members can now be hired with EEA money.

Impact of Local Political Situation. The national elections had an impact on the progress of the local project. Much of the local city administration was involved in the campaign and did not have the time to respond adequately to the needs of the project. In addition, the Chairman of the Advisory Committee was running for Congress, and could not devote a lot of his time to the project. As a result, the Advisory Committee met very infrequently, and could not provide the needed guidance to the project. However, subsequent to the national elections, the obstacles presented by this political activity no longer exist.

Staffing. The Indianapolis project was funded in June 1971. In June they started with two part-time recruiters, who were working on a bounty system. They received $5 for each veteran enrollment in an institution of higher education. This system did not work to the satisfaction of the Project Director and, in December 1971, the system was changed. The project had received six half-time EEA slots, which they filled with six part-time student-veteran recruiters. In May 1972, the project received 30 full-time EEA slots from the city. However, all of these positions were not filled when a freeze on EEA hiring went into effect. The project presently has 11 part-time and seven full-time counselors paid through EEA, and has permission to hire replacements for those who leave. In addition, the project employs three recruiter supervisors and a Deputy Director.

Relationship With the VA. A good working relationship exists between the project and the VA regional office. The Project Director knew people in the VA before coming on the VETS project, and knew how the VA system operated. He now has frequent contact with the VA regional director. The VETS project follows up on applicants coming through their office. The VA is helpful in solving problems that might arise. VA application forms are filled out by the individual at the VA. The VA has also made personnel available to help in the training of outreach workers for the VETS project.

Relationship With Other Local Groups. A number of local groups have provided assistance to the VETS project. The American Legion, whose national headquarters is in Indianapolis, supplies the project with a mailing list of recently separated veterans. This list is used to make phone contacts. The American Legion has also made personnel available for training sessions for outreach workers, as has the League of Women Voters.

A number of local groups have contributed space for outreach centers. One American Legion Post, located in the central city, serves as an outreach center. In addition, outreach centers are located in two church centers, and a community center, each located in a different part of Indianapolis and serving a different low income or minority population.

The Indianapolis project has worked with the National Alliance of Businessmen (N.A.B.S.), in trying to obtain jobs for veterans. N.A.B.S. has given the project a large number of job pledges, which are not necessarily committed jobs. Although a few jobs have been secured through N.A.B.S., the project has not reviewed many job orders.

Indiana Department of Employment Security has provided technical assistance to the project, and made personnel available for job counseling. One of the project's outreach centers is located in an Employment Security office.

Relationships With Local Educational Institutions. Local institutions are cooperating with the VETS project. However, most of the educational institutions in Indianapolis are private, and the tuition is, by and large, too high for most minority or low income veterans. Indiana University does have a campus in Indianapolis. It offers a four-year program and, in addition, has a program for those interested in college but lacking a high school diploma. Cooperation between Indiana University and the VETS project has been good.

Unfortunately, there are no community colleges in Indianapolis. Vocational education can be handled through adult education courses, night school, or private vocational institutions.

Table 13

Target City Indianapolis Compared With Control City Columbus, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Indianapolis					Control City: Columbus				
	Separations July-Dec 1970		Separations July-Dec 1971		Percent Increase or Decrease	Separations July-Dec 1970		Separations July-Dec 1971		Percent Increase or Decrease
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972		Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	
Restricted Area										
Non-High School Graduate Total	50	32.0	39	28.2	-11.9	139	14.4	103	26.2	+ 81.9
White	39	28.2	33	27.3	- 3.2	91	14.3	70	25.7	+ 79.7
Black	11	45.5	6	33.3	-26.8	47	14.9	33	27.3	+ 83.2
Spanish	0	0.0	0	0.0	--	1	0.0	0	0.0	--
High School Graduate Total	96	38.5	90	34.4	-10.6	430	35.1	282	39.4	+ 12.3
White	75	32.0	73	31.5	- 1.6	319	38.2	215	40.9	+ 7.1
Black	20	60.0	16	50.0	-16.7	110	26.4	66	33.3	+ 26.1
Spanish	1	100.0	1	0.0	--	1	0.0	1	100.0	--
All Educational Levels Total	161	40.4	141	34.8	-13.9	675	36.0	467	40.0	+ 11.1
White	129	36.4	116	32.8	- 9.9	507	39.8	353	41.9	+ 5.3
Black	31	54.8	24	45.8	-16.4	166	24.7	112	33.0	+ 33.6
Spanish	1	100.0	1	0.0	--	2	0.0	2	100.0	--
City Limits										
Non-High School Graduate Total	144	26.4	115	26.1	- 1.1	180	14.4	157	28.0	+ 94.4
White	97	23.7	81	24.7	+ 4.2	132	14.4	119	27.7	+ 92.4
Black	47	31.9	34	29.4	- 7.8	47	14.9	38	28.9	+ 94.0
Spanish	0	0.0	0	0.0	--	1	0.0	0	0.0	--
High School Graduate Total	346	41.3	283	36.4	-11.9	742	42.3	530	40.9	- 3.3
White	246	41.9	203	34.0	-18.9	616	45.6	449	41.2	- 9.6
Black	98	39.8	78	42.3	+ 6.3	125	26.4	80	38.8	+ 47.0
Spanish	2	50.0	2	50.0	0.0	1	0.0	1	100.0	--
All Educational Levels Total	561	40.6	476	35.9	-11.6	1,195	43.9	927	43.8	- 0.2
White	407	41.3	354	35.0	-15.3	1,007	47.4	792	44.7	- 5.7
Black	152	38.8	120	38.3	- 1.3	185	25.4	132	37.1	+ 46.1
Spanish	2	50.0	2	50.0	0.0	3	33.3	3	100.0	+200.3

Table 14

Target City Indianapolis Compared With Control City Columbus, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Indianapolis					Control City: Columbus				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	52	7.7	38	28.9	+275.3	109	14.7	76	19.7	+ 34.0
White	44	6.8	30	26.7	+292.6	82	18.3	52	23.1	+ 26.2
Black	7	14.3	8	37.5	+162.2	27	3.7	24	12.5	+237.8
Spanish	1	0.0	0	0.0	--	0	0.0	0	0.0	--
High School Graduate Total	97	20.0	60	18.3	- 11.2	305	29.2	223	32.3	+ 10.6
White	77	20.8	52	19.2	- 7.7	220	31.8	168	32.7	+ 2.8
Black	20	20.0	8	12.5	- 37.5	83	21.7	54	31.5	+ 45.2
Spanish	0	0.0	0	0.0	--	2	50.0	1	0.0	--
All Educational Levels Total	161	18.6	112	25.0	+ 34.4	498	30.9	373	34.0	+ 10.0
White	130	17.7	96	25.0	+ 41.2	378	34.1	286	37.1	+ 8.8
Black	30	23.3	16	25.0	+ 7.3	115	19.1	86	24.4	+ 27.7
Spanish	1	0.0	0	0.0	--	5	60.0	1	0.0	--
City Limits										
Non-High School Graduate Total	147	19.7	112	27.7	+ 40.6	146	15.8	106	21.7	+ 37.3
White	93	17.2	71	23.9	+ 39.0	117	17.9	80	23.8	+ 33.0
Black	53	24.5	40	32.5	+ 32.7	29	6.9	26	15.4	+123.2
Spanish	1	0.0	1	100.0	--	0	0.0	0	0.0	--
High School Graduate Total	334	28.4	245	31.0	+ 9.2	604	30.8	424	36.3	+ 17.9
White	227	27.8	183	28.4	+ 2.2	504	32.3	358	37.1	+ 14.9
Black	107	29.9	62	38.7	+ 29.4	98	22.4	62	30.6	+ 36.6
Spanish	0	0.0	0	0.0	--	2	50.0	4	50.0	0.0
All Educational Levels Total	553	30.7	421	32.1	+ 4.6	960	33.6	724	37.7	+ 12.2
White	382	30.6	309	29.8	- 2.6	817	35.4	621	39.8	+ 12.4
Black	169	30.8	111	37.8	+ 22.7	138	22.5	98	24.5	+ 8.9
Spanish	2	50.0	1	100.0	+100.0	5	60.0	5	40.0	- 33.3

Key Functions Added to the Program. VETS counsels veterans who have received less-than-honorable discharges, and starts proceedings to get the discharge reviewed, in cooperation with other local agencies. VETS will help cut through the red tape and assist the veteran to find the health services or drug counseling facility that meets his or his family's needs.

Discussion

While there were some increases in G.I. Bill utilization in Indianapolis, these are somewhat overshadowed by the substantial increases in Columbus, the control city. However, a number of factors should be taken into consideration. First, the Indianapolis project is another that is involved in activities that are not reflected in this evaluation. Second, Indianapolis offers a rather limited range of educational opportunities for veterans—most of the college-level educational institutions in Indianapolis are private, and there are no community colleges, although there is a branch of Indiana University. Columbus is the site of a very large state university. Finally, the initial utilization rates (31 December 1971) for non-high school graduates were considerably lower in Columbus than in Indianapolis, especially among Blacks in the restricted areas.

Although it is felt that the Indianapolis project has had an impact on the utilization rates in that city, the factors just mentioned should temper interpretation of the data.

LOS ANGELES

Results

In Los Angeles, non-high school graduates and Spanish-surnamed veterans both showed a pattern of increases in utilization of the G.I. Bill (See Tables 15 and 16). In the city limits area, the non-high school graduates in the 70/71 group showed a 18.8% increase (Whites, 1.4% increase; Blacks 9.3% increase; Spanish, 42.0% increase). In the 71/72 group, the same group showed a 12.0% increase (Whites, 26.0% increase; Blacks, 3.4% increase; Spanish, 11.6% increase). Among high school graduates in the city limits area, Whites showed a 0.8% decrease in 70/71, a 17.2% decrease in 71/72; Blacks showed a 3.3% decrease in 70/71, a 4.9% increase in 71/72; Spanish-surnamed veterans showed a 0.4% decrease in 70/71 and a 11.9% increase in 71/72.

These increases in G.I. Bill utilization in Los Angeles are dwarfed by the pattern of increases found in Brooklyn, the control city. Increases in utilization in Brooklyn were very substantial and occurred across all ethnic, geographic and racial subgroups. The sole decrease in utilization (2.1%) occurred among White high school graduates in the 71/72 group in the city limits area. As in Los Angeles, the most substantial increases in utilization occurred among non-high school graduates and among Spanish-surnamed veterans. In the restricted area, for example, Spanish-surnamed non-high school graduates showed a 97.3% increase in 70/71 and a 122.4% increase in 71/72; Blacks showed a 38.7% increase in 70/71, and a 84.1% increase in 71/72. Gains made by high school graduates were more modest, although quite substantial for Spanish-surnamed veterans.

Project Organization and Operation

The Los Angeles VETS project represents a unique case in terms of structure and operations. Therefore, the format used to present the summaries of the other on-going VETS projects appears to be inappropriate. At the time the interviews were conducted in Los Angeles, the VETS program consisted of three different elements. There appeared to

be a strong likelihood of changes in the Los Angeles set-up due both to funding difficulties and problems of interface between the Project Director and one of these three activities.[6]

The Los Angeles Project Director has served a coordinating function rather than a supervisory function. The VETS funds have been used to create a number of part-time positions that are distributed to three organizations: the UCLA Veterans Special Education Program (VSEP), the LA County Outreach Program and the Veterans Guidance and Counseling Center (VGCC).[7] Personnel funded through VETS (the local administrative umbrella is the LA Urban Coalition) are under the direct supervision of the heads of these three organizations and the indirect supervision of the Project Director. The Project Director assists all of these organizations in searching for funds, recruiting outreach workers, arranging media coverage, and providing whatever technical assistance is required.

The VETS project has provided funding for the salaries of approximately twenty-six people. Most of this money comes directly from the VETS contract, but there are also some EEA and Economic and Youth Opportunities Agency (EYOA) positions. The distribution of these positions among the three elements of the LA program breaks down to approximately ten each to VGCC and LA County Outreach, and approximately five to VSEP. The three programs are very different both in mission and in population served.

The UCLA VSEP Program is designed to prepare educationally disadvantaged veterans for college. The focus is on basic courses and strong counseling and tutoring, both from peers and staff members with special skills in these areas. The staff members supplied by VETS serve as recruiters who find new enrollees for the program. The VSEP program draws on a mixture of Whites, Spanish-surnames, and Blacks for its participants and has been very successful in attracting veterans.

On the other hand, the Veterans Guidance and Counseling Center is basically a Black program located in a storefront in a Black area of LA. Here the VETS-funded staff members serve as outreach workers. The outreach effort normally consists of mail-outs to veterans on lists provided by the VA, followed up by telephone calls or additional letters. There is no active "door-knocking" effort.[8] The emphasis of this program is strongly on enrollment in four-year colleges. There is not a strong employment effort, nor is there an effort to enroll veterans in community/junior colleges. The individuals who direct this program try to get the veterans to come to the office rather than to talk at home, viewing a home visit as an invasion of the veteran's privacy. The center does have a very complete collection of college catalogs and application forms, test application forms, and other information.

There is apparently a good relationship between VGCC and the local staff members of the California congressional delegation, who have been helpful in resolving bureaucratic problems.

The LA County Outreach Program emphasizes work among Chicano veterans, although it is not nearly as exclusively Chicano as the Veterans Guidance and Counseling Center is exclusively Black. This is a county-wide program with a number of field locations and people located on college campuses. The recruiters spend time on a regular basis on a campus, in the field doing follow-up, and in the office. The walk-in business is so large that it is felt that little field work is necessary. Because this is an official branch

[6] As of November 1973, some changes had been made.

[7] VETS has recently lent staff support to two new agencies in the LA area—the United Veterans Clearinghouse, and the College Commitment Program of UCLA Extension.

[8] According to recent information, two VETS outreach workers are now working out of the Veterans Guidance and Counseling Center.

Table 15

Target City Los Angeles Compared With Control City Brooklyn, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Los Angeles					Control City: Brooklyn				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	191	40.3	174	46.0	+14.1	461	20.8	370	31.9	+53.4
White	30	40.0	31	29.0	-27.5	102	16.7	97	24.7	+47.9
Black	74	47.3	63	49.2	+ 4.0	222	24.3	190	33.7	+38.7
Spanish	87	34.5	80	50.0	+44.9	137	18.3	83	36.1	+97.3
High School Graduate Total	645	45.4	527	46.1	+ 1.5	1,028	34.6	744	42.9	+24.0
White	124	47.6	110	45.5	- 4.4	339	38.1	236	48.7	+27.8
Black	321	42.4	247	43.3	+ 2.1	502	33.7	383	37.9	+12.5
Spanish	200	49.0	170	50.6	+ 3.3	187	31.0	125	47.2	+52.3
All Educational Levels Total	1,028	46.8	869	48.7	+ 4.1	1,609	32.3	1,200	39.3	+21.7
White	240	51.3	211	47.9	- 6.6	510	36.9	377	41.1	+11.4
Black	461	45.8	362	45.3	- 1.1	763	31.8	607	36.9	+16.0
Spanish	327	45.0	296	53.4	+18.7	336	26.5	216	43.1	+62.6
City Limits										
Non-High School Graduate Total	297	38.4	250	45.6	+18.8	639	22.8	486	31.9	+39.9
White	87	36.8	75	37.3	+ 1.4	246	23.2	181	28.2	+21.6
Black	91	45.1	75	49.3	+ 9.3	235	24.7	208	32.7	+32.4
Spanish	119	34.5	100	49.0	+42.0	158	19.6	97	37.1	+89.3
High School Graduate Total	1,179	47.2	912	46.6	- 1.3	1,791	36.9	1,194	41.5	+12.5
White	450	47.6	341	47.2	- 0.8	1,007	39.3	616	42.2	+ 7.4
Black	453	45.0	322	43.5	- 3.3	550	34.9	427	39.1	+12.0
Spanish	276	50.0	249	49.8	- 0.4	234	31.2	151	45.0	+44.2
All Educational Levels Total	1,973	49.6	1,543	50.3	+ 1.4	2,770	35.8	1,890	40.1	+12.0
White	851	51.8	642	52.3	+ 1.0	1,534	39.5	954	41.3	+ 4.6
Black	652	47.8	488	45.5	- 4.8	826	32.8	678	37.6	+14.6
Spanish	470	47.9	413	52.8	+10.2	410	27.8	258	41.9	+50.7

Table 16

Target City Los Angeles Compared With Control City Brooklyn, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits,

(First Term Enlisted Separatees)

Population	Target City: Los Angeles					Control City: Brooklyn				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	188	32.4	136	35.3	+ 9.0	444	18.9	276	35.9	+ 89.9
White	26	34.6	27	40.7	+17.6	99	16.2	62	25.8	+ 59.3
Black	74	32.4	54	31.5	- 2.8	203	20.7	160	38.1	+ 84.1
Spanish	88	31.8	55	36.4	+14.5	142	18.3	54	40.7	+122.4
High School Graduate Total	653	37.2	397	35.3	- 5.1	853	24.7	540	32.4	+ 31.2
White	148	47.3	83	42.2	-10.8	287	24.7	150	30.7	+ 24.3
Black	295	32.5	178	29.8	- 8.3	406	24.9	301	33.6	+ 34.9
Spanish	210	36.7	136	38.2	+ 4.1	160	24.4	89	31.5	+ 29.1
All Educational Levels Total	1,053	37.9	683	36.0	- 5.0	1,445	24.8	915	34.9	+ 40.7
White	255	46.7	177	44.1	- 5.6	482	25.9	256	32.8	+ 26.6
Black	445	33.5	283	31.1	- 7.2	650	25.2	506	36.0	+ 42.9
Spanish	353	37.1	223	35.9	- 3.2	313	22.0	153	34.6	+ 57.3
City Limits										
Non-High School Graduate Total	284	29.2	208	32.7	+12.0	613	20.7	393	35.6	+ 72.0
White	67	26.9	59	33.9	+26.0	233	20.2	147	27.2	+ 34.7
Black	98	29.6	72	30.6	+ 3.4	220	22.3	183	40.4	+ 81.2
Spanish	119	30.3	77	33.8	+11.6	160	19.4	63	41.3	+112.9
High School Graduate Total	1,119	39.2	741	38.1	- 2.8	1,412	29.1	883	33.3	+ 14.4
White	419	47.7	291	39.5	-17.2	773	33.1	420	32.4	- 2.1
Black	404	32.7	245	34.3	+ 4.9	438	24.7	353	33.4	+ 35.2
Spanish	296	36.2	205	40.5	+11.9	201	23.4	110	36.4	+ 55.6
All Educational Levels Total	1,901	40.1	1,309	39.9	- 0.5	2,400	29.5	1,478	35.3	+ 19.7
White	789	47.4	580	43.8	- 7.6	1,315	33.7	701	34.0	+ 0.9
Black	609	32.8	402	35.8	+ 9.1	707	25.6	593	36.1	+ 41.0
Spanish	503	37.4	327	37.9	+ 1.3	378	22.2	184	38.0	+ 71.2

of the county government, relations with the employment service component, for example, are good. As the program has grown, the employment emphasis in particular has expanded and become an important element of services provided to veterans. The head of this program has deliberately encouraged staff turnover for two reasons. Most of the staff members are able to find better jobs and the churning opens up positions which can be used as job opportunities for veterans who are contacted by the staff.[9]

The LA program is clearly different from the program in any of the other cities. The hiring and firing is largely in the hands of the people running the three programs and the VETS Project Director is not directly involved in the day-to-day aspects of the activities of the people paid by his funds. The huge veteran population and large geographic area to be covered almost make this sort of arrangement the only sensible way to make an impact on G.I. Bill utilization with the limited resources available. It does make the role of the VETS national staff in providing assistance to the LA operations more difficult, however.

Discussion

Clearly, it is unfair to judge the performance of Los Angeles solely against the performance of Brooklyn, its control city. The large and across-the-board increases in Brooklyn, as well as those in Newark, suggest a regional trend in operation here. In addition, the utilization rates in Brooklyn are considerably lower than those in Los Angeles. For example, Spanish non-high school graduates in the restricted area showed large increases in utilization. The utilization rate for the 70/71 group went from 18.3% to 36.1% utilization, a 97.3% increase; for the 71/72 group rates went from 18.3% to 40.7%, a 122.4% increase in utilization. Yet in Los Angeles, the base rate of utilization was much higher. For the Spanish non-high school graduates in the restricted area, the utilization rate went from 34.5% to 50.0% (44.9% increase) for the 70/71 group, and from 31.8% to 36.4% (14.5% increase) for the 71/72 group. Thus the initial utilization rate in Los Angeles was much higher than the utilization rate in Brooklyn. This suggests that Brooklyn might be "catching up" with Los Angeles and other cities in terms of G.I. Bill utilization. This "catching up" might be due to economic conditions in Brooklyn, increased awareness of G.I. Bill Benefits among veterans, or increased availability of educational and training opportunities (the City College system of New York has an open admissions program).

Are the increases that did occur in the VA utilization in Los Angeles consistent with the progress outlined above? Los Angeles is another one of the VETS target cities which has a rather unique set-up. The program has three different elements, with the VETS project director acting as coordinator among the different programs.

The Los Angeles County Outreach Program concentrates its efforts on the Chicano veteran. The results show rather large increases in utilization among Spanish-surnamed non-high school graduates. Increases among Spanish-surnamed high school graduates are more modest, especially in the restricted area. However, these increases seem to coincide with the efforts of this particular segment of the VETS program in Los Angeles.

The increases in G.I. Bill utilization among Blacks in Los Angeles were more sporadic and smaller than the increases among Spanish-surnamed veterans. The emphasis in the Veterans Guidance and Counseling Center, which concentrates on Blacks, is on college enrollment, so the main effects of its efforts should be seen among Black high school graduates. However, there was no consistent pattern of increase among Black high

[9]The LA County Outreach Program seems to be having funding difficulty. Their funding is scheduled to run through 31 December 1973, but there is no firm funding committed after that date. Four outreach workers were recently withdrawn from the Los Angeles County program by the VETS project director.

school graduates, and what gains there were, were relatively small (2.1% increase in the restricted area, 70/71 group; 4.9% increase in the city limits area, 71/72 group).

In summary, gains among Spanish-surnamed veterans were consistent with one part of the VETS program in Los Angeles. These increases, however, were not of the magnitude seen in the control city, Brooklyn. The pattern of increases among other groups in Los Angeles could not be tied to VETS activity.

MIAMI

Results

In Miami, there were some consistent increases in G.I. Bill utilization among non-high school graduates (See Tables 17 and 18). In the restricted area these increases were most pronounced, however the size of the veteran population is rather small. In the 70/71 group there was a 76.8% increase in utilization among non-high school graduates in the restricted area (Whites, 90.7% increase; Blacks, 71.8% increase), in the 71/72 group, there was a 68.9% increase (Whites, 9.4% increase; Blacks, 159.0% increase). This pattern was also apparent in the city limits area of the city. In the 70/71 group, non-high school graduates showed a 43.8% increase in utilization (Whites, 85.0% increase; Blacks, 30.5% increase); the 71/72 group showed a 103.8% increase (Whites, 66.5% increase; Blacks, 131.5%).

Although there were some increases in utilization among high school graduates in the city limits, there was an overall decrease (1.7% decrease in 70/71; 6.5% decrease in 71/72). In the restricted area, Black high school graduates showed a 3.9% increase in 70/71 and a 20.8% decrease in 71/72; in the city limits area, they showed a 5.8% increase in 70/71 and a 24.3% decrease in 71/72.

In Tampa, the control city, there were general decreases in utilization. The veteran population in the restricted area is too small to provide reliable utilization rates, so only rates from the city limits area will be discussed.

The only group to show increases in Tampa was the 71/72 non-high school graduates. This group showed a 94.0% increase (Whites, 93.3% increase; Blacks, 110.5% increase). It must be said that the population involved is relatively small, especially the Blacks (31 people separated), and the utilization rates were low to begin with. This trend did not show up among non-high school graduates in the 70/71 group where there were decreases in utilization.

Overall, there was a 6.6% decrease in the 70/71 group (Whites, 6.2% decrease; Blacks, 10.9% decrease) and a 9.0% decrease in the 71/72 group (Whites, 12.2% decrease; Blacks, 11.4% increase).

Project Organization and Operation

Sponsorship and Relations With Sponsor. The original sponsor of the Miami VETS project was the local Urban Coalition, with funding provided by VETS. Project personnel generally viewed their relationship with the Urban Coalition as being somewhat less than satisfactory. More specifically, they felt that more help could have been provided in terms of structuring and publicizing the project. In addition, the downtown location of the project's office was viewed as being dysfunctional in terms of reaching the target veteran population.

In January 1973, shortly before the visit to the Miami Project, sponsorship was shifted to Miami-Dade Junior College (MDJC). The office site was also shifted to a storefront located near the MDJC campus. Relations with MDJC are generally characterized as very good. Reports are made directly to a designated member of the college

Table 17

Target City Miami Compared With Control City Tampa, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Miami					Control City: Tampa				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	79	22.8	62	40.3	+76.8	16	37.5	11	63.6	+69.6
White	39	20.5	23	39.1	+90.7	6	33.3	2	50.0	+50.2
Black	37	21.6	35	37.1	+71.8	8	37.5	9	66.7	+77.9
Spanish	3	66.7	4	75.0	+12.4	2	50.0	0	0.0	--
High School Graduate Total	252	45.6	211	43.1	- 5.5	30	63.3	27	40.7	-35.7
White	109	53.2	80	43.8	-17.7	8	50.0	12	41.7	-16.6
Black	135	38.5	120	40.0	+ 3.9	17	64.7	12	50.0	-22.7
Spanish	8	62.5	11	72.7	+16.3	5	80.0	3	0.0	--
All Educational Levels Total	379	43.0	334	45.2	+ 5.1	54	55.6	46	52.2	- 6.1
White	177	48.6	142	45.1	- 7.2	16	43.8	18	50.0	+14.2
Black	188	36.2	174	42.5	+17.4	28	57.1	24	58.3	+ 2.1
Spanish	14	64.3	18	72.2	+12.3	10	70.0	4	25.0	-64.3
City Limits										
Non-High School Graduate Total	96	26.0	83	37.4	+43.8	82	34.1	84	28.6	-16.1
White	47	21.3	33	39.4	+85.0	55	32.7	61	26.2	-19.9
Black	42	26.2	38	34.2	+30.5	22	36.4	20	35.0	- 3.8
Spanish	7	57.1	12	41.7	-27.0	5	40.0	3	33.3	-16.8
High School Graduate Total	327	46.5	269	45.7	- 1.7	424	50.7	351	48.7	- 3.9
White	162	53.1	107	45.8	-13.7	332	49.7	285	49.5	- 0.4
Black	147	38.1	134	40.3	+ 5.8	67	55.2	48	45.8	-17.0
Spanish	18	55.6	28	71.4	+28.4	25	52.0	18	44.4	-14.6
All Educational Levels Total	516	46.1	441	46.0	- 0.2	623	52.7	585	49.2	- 6.6
White	273	50.2	201	46.3	- 7.8	491	53.2	475	49.9	- 6.2
Black	207	37.2	193	42.0	+12.9	95	50.5	80	45.0	-10.9
Spanish	36	66.7	47	61.7	- 7.5	37	51.4	30	50.0	- 2.7

Table 18

Target City Miami Compared With Control City Tampa, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Miami					Control City: Tampa				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	58	19.0	56	32.1	+ 68.9	15	13.3	9	22.2	+ 66.9
White	18	27.8	23	30.4	+ 9.4	7	14.3	5	20.0	+ 39.9
Black	30	10.0	27	25.9	+159.0	8	12.5	4	25.0	+100.0
Spanish	10	30.0	6	66.7	+122.3	0	0.0	0	0.0	--
High School Graduate Total	218	36.2	169	36.1	- 0.3	27	40.7	14	42.9	+ 5.4
White	81	39.5	61	44.3	+ 12.2	10	50.0	7	28.6	- 42.8
Black	131	33.6	94	26.0	- 20.8	17	35.3	6	50.0	+ 41.6
Spanish	6	50.0	14	64.3	+ 28.6	0	0.0	1	100.0	--
All Educational Levels Total	359	34.5	275	37.8	+ 9.6	49	32.7	29	41.4	+ 26.6
White	140	40.7	107	41.1	+ 1.0	21	38.1	12	25.0	- 34.4
Black	202	29.7	146	30.8	+ 3.7	27	29.6	16	50.0	+ 68.9
Spanish	17	41.2	22	68.2	+ 65.5	1	0.0	1	100.0	--
City Limits										
Non-High School Graduate Total	82	15.9	71	32.4	+103.8	90	16.7	74	32.4	+ 94.0
White	25	20.0	30	33.3	+ 66.5	67	16.4	60	31.7	+ 93.3
Black	37	10.8	32	25.0	+131.5	21	19.0	10	40.0	+110.5
Spanish	20	20.0	9	55.6	+178.0	2	0.0	4	25.0	--
High School Graduate Total	304	38.5	214	36.0	- 6.5	361	46.0	255	38.4	- 16.5
White	136	41.2	97	42.3	+ 2.7	291	47.1	217	38.2	- 18.9
Black	143	35.0	98	26.5	- 24.3	59	39.0	26	34.6	- 11.3
Spanish	25	44.0	19	52.3	+ 18.9	11	54.5	12	50.0	- 8.3
All Educational Levels Total	517	36.2	370	37.8	+ 4.4	573	44.5	459	40.5	- 9.0
White	243	39.9	180	41.1	+ 3.0	465	46.0	389	40.4	- 12.2
Black	223	30.9	156	30.8	- 0.3	88	34.1	50	38.0	+ 11.4
Spanish	51	41.2	34	52.9	+ 28.4	20	55.0	20	50.0	- 9.1

administration. Some project outreach workers are on the MDJC payroll and attempts are being made to provide some College Work Study Program (CWSP) slots.

The Project Director expected MDJC to take over the funding of the project as of 1 July 1973.[10]

Staffing. Shortly before sponsorship of the project shifted, there was also a change in Project Directors. The project employs a full-time secretary, but the outreach staff has always been small, with some turnover as well. However, the Project Director expects that there will soon be slots for ten outreach workers, provided by MDJC through the CWSP.

Relationship With the VA. The project's relations with the VA are limited in nature. Initially there was some problem in getting telephone calls through to the appropriate VA office. Blank forms are available at the project office and can be filled out there, with assistance from project personnel. There is some follow-up activity, but this is limited in scope. Assistance is also provided to veterans attempting to establish VA entitlement, although this is not a major area of concern.

Relationship With Other Local Groups. Local chapters of the American Legion have exhibited no opposition to the project, neither have they provided any direct assistance. The American Red Cross furnishes MDJC with lists of recently separated veterans with less than high school graduate status. The project is presently working with the National Council of Churches to create additional sources of funding for outreach-worker slots. The Miami project is clearly oriented toward Blacks, but there is no specific liaison with local Black organizations.

Relationship With Local Educational Institutions. Subsequent to the shift in sponsorship, the project has been almost exclusively an MDJC program. There has been no significant interaction with other educational institutions. The focus is on veterans who wish to enroll in MDJC and who have found their way to the VETS center through media contact, referral, or word-of-mouth publicity. There is no outreach effort in the project-initiated, door-knocking sense. However, the Project Director reports that 98% of those veterans who are contacted are interested in enrolling in MDJC.

Discussion

Since the Miami VETS project is almost exclusively a Miami Dade Junior College program, it would be expected that the project would have the most impact on high school graduate veterans. In addition, the program seems to be heavily oriented toward Blacks. Examination of the results shows that there was no consistent pattern of increases among high school graduates in general, or among Black high school graduates in particular. However, the utilization picture was somewhat brighter in Miami than in Tampa, where high school graduates showed general decreases in utilization. The project might have had an impact in keeping the utilization as high as it was.

It is not felt, however, that the project can claim the credit for the rather large increases in non-high school graduate utilization. Although the program orientation was toward high school graduates, particularly Black high school graduates, the non-high school graduates showed rather large increases and the increases among Whites were comparable to those of Blacks. It is not felt that these increases can be ascribed to VETS activity in Miami.

[10]The Miami VETS project was discontinued when the contract expired at the end of February 1973. Even though VETS no longer sponsors a program in Miami, the outreach effort continues under the sponsorship of Miami Dade Junior College. The Dade County government has provided the funds necessary to keep the project in operation.

NEWARK

Results

There were generally large increases in utilization in Newark. Again, non-high school graduates showed very strong increases in G.I. Bill utilization, but utilization among high school graduates generally increased as well (See Tables 19 and 20).

In Newark, the whole city was considered to be in the restricted area, so that the restricted and city limits area are the same. Among non-high school graduates, there was an increase of 40.8% in 70/71 (Whites, 33.3% increase; Blacks, 57.1% increase) and an increase of 118.0% in 71/72 (Whites, 100.0% increase; Blacks, 74.0% increase). The number of separating White and Spanish-surnamed non-high school graduates is fairly small, so these rates are somewhat unstable.

Among high school graduates there was a 38.4% increase in 70/71 (Whites, 25.6% increase; Blacks, 32.4% increase) and a 2.5% decrease in 71/72 (Whites, 15.8% increase; Blacks, 12.1% decrease).

Unfortunately, a full comparison with Trenton, the control city, is not possible. Only White high school graduates and the total in the city limits area have large enough numbers to provide utilization rates that are stable enough to be meaningful. In 70/71 White high school graduates showed a 20.5% decrease, in 71/72 they showed a 37.5% decrease.

Project Organization and Operation

Sponsorship and Relations With Sponsor. A very close relationship exists between Rutgers University, the sponsor, and the local VETS project. The VETS office is the Rutgers' Veterans Affairs office. The main thrust of the office is the enrollment of veterans in Rutgers, and helping them out once they are enrolled. Some educational counseling is given to veterans who are not interested in Rutgers. Mainly this consists of referring the veteran to another facility within the city or county. Job placement activities are directed at Rutgers students who are veterans. The office has done quite a bit of work in trying to find part-time jobs for veterans enrolled in Rutgers. Most of this work is done through the university placement office.[11]

The VETS office has contacts in the admissions and financial aid offices. The project receives a list of veterans who are accepted for admission, twice a year. The Director has no part in the admissions decision as such, but might advocate accepting a veteran, or might fight for a veteran denied admission. When a veteran is denied admission, VETS follows up by referring him to other educational facilities in the county that are more suited to his abilities and background. Rutgers has a program for students who lack a high school diploma.

Staffing. The funding for the Newark VETS project was approved in February 1972, but the project did not really become effectively operational until August. Delays in getting funds to the project were primarily responsible for the lag. The project was essentially a one-man show until August. Two outreach workers were hired in June, four in August. The project presently has nine outreach workers, in addition to the Project Director, a field contact supervisor, and a secretary.

Relationship With the VA. VETS' relationship with the Veterans Administration has been very cordial. The VETS Project Director has met with the VA regional director

[11] As in the case of Miami, the Newark project was discontinued as a VETS target city at the end of February 1973. Like Miami, the veterans effort in Newark did not end when the VETS project ended. Rutgers University is continuing to sponsor the project.

Table 19

Target City Newark Compared With Control City Trenton, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Newark					Control City: Trenton				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	100	24.0	71	33.8	+ 40.8	5	0.0	13	15.4	–
White	20	30.0	20	40.0	+ 33.3	5	0.0	10	20.0	–
Black	66	21.2	42	33.3	+ 57.1	0	0.0	3	0.0	–
Spanish	14	28.6	9	22.2	– 22.4	NO DATA				
High School Graduate Total	271	28.4	168	39.3	+ 38.4	53	37.7	35	37.1	– 1.6
White	94	35.1	59	44.1	+ 25.6	49	38.8	34	38.2	– 1.5
Black	160	24.4	96	32.3	+ 32.4	4	25.0	1	0.0	–
Spanish	17	29.4	13	69.2	+135.4	0	0.0	0	0.0	–
All Educational Levels Total	402	28.9	261	38.3	+ 32.5	69	33.3	54	29.6	– 11.1
White	138	36.2	94	44.7	+ 23.5	65	33.8	50	32.0	– 5.3
Black	233	24.5	144	32.6	+ 33.1	4	25.0	4	0.0	–
Spanish	31	29.0	23	47.8	+ 64.8	0	0.0	0	0.0	–
City Limits										
Non-High School Graduate Total	100	24.0	71	33.8	+ 40.8	28	10.7	29	17.2	+ 60.7
White	20	30.0	20	40.0	+ 33.3	20	10.0	19	21.1	+111.0
Black	66	21.2	42	33.3	+ 57.1	7	14.3	8	12.5	– 12.6
Spanish	14	28.6	9	22.2	– 22.4	1	0.0	2	0.0	–
High School Graduate Total	271	28.4	168	39.3	+ 38.4	145	39.3	105	32.4	– 17.6
White	94	35.1	59	44.1	+ 25.6	126	40.5	90	32.3	– 20.5
Black	160	24.4	96	32.3	+ 32.4	16	18.8	15	33.3	+ 77.1
Spanish	17	29.4	13	69.2	+135.4	3	100.0	0	0.0	–
All Educational Levels Total	402	28.9	261	38.3	+ 32.5	220	39.6	159	30.8	– 22.2
White	138	36.2	94	44.7	+ 23.5	192	41.2	134	32.1	– 22.1
Black	233	24.5	144	32.6	+ 33.1	24	20.8	23	26.1	+ 25.5
Spanish	31	29.0	23	47.8	+ 64.8	4	75.0	2	0.0	–

Table 20

Target City Newark Compared With Control City Trenton, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Newark					Control City: Trenton				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	79	8.9	36	19.4	+118.0	7	0.0	4	0.0	–
White	20	5.0	10	10.0	+100.0	5	0.0	3	0.0	–
Black	50	10.0	23	17.4	+ 74.0	2	0.0	1	0.0	–
Spanish	9	11.1	3	66.7	+500.9					
High School Graduate Total	216	23.6	122	23.0	– 2.5	39	51.3	18	22.2	-56.7
White	96	24.0	36	27.8	+ 15.8	38	52.6	17	23.5	-55.3
Black	108	23.1	79	20.3	– 12.1	1	0.0	1	0.0	–
Spanish	12	25.0	7	28.6	+ 14.4	0	0.0	0	0.0	–
All Educational Levels Total	329	23.1	182	25.3	+ 9.5	59	42.4	28	25.0	-41.0
White	135	26.7	63	28.6	+ 7.1	55	45.5	26	26.9	-40.9
Black	172	20.3	108	22.2	+ 9.4	4	0.0	2	0.0	–
Spanish	22	22.7	11	36.4	+ 60.4	0	0.0	0	0.0	–
City Limits										
Non-High School Graduate Total	79	8.9	36	19.4	+118.0	23	13.0	17	5.9	-54.6
White	20	5.0	10	10.0	+100.0	18	11.1	11	9.1	-18.0
Black	50	10.0	23	17.4	+ 74.0	4	0.0	6	0.0	–
Spanish	9	11.1	3	66.7	+500.9	1	100.0	0	0.0	–
High School Graduate Total	216	23.6	122	23.0	– 2.5	101	38.6	67	25.4	-34.2
White	96	24.0	36	27.8	+ 15.8	84	42.9	56	26.8	-37.5
Black	108	23.1	79	20.3	– 12.1	13	15.4	11	18.2	+18.2
Spanish	12	25.0	7	28.6	+ 14.4	4	25.0	0	0.0	–
All Educational Levels Total	329	23.1	182	25.3	+ 9.5	159	35.9	107	26.2	-27.0
White	135	26.7	63	28.6	+ 7.1	135	38.5	89	29.2	-24.2
Black	172	20.3	108	22.2	+ 9.4	19	15.8	17	11.8	-25.3
Spanish	22	22.7	11	36.4	+ 60.4	5	40.0	1	0.0	–

about three times. In addition, the VETS office has three contacts within the VA regional office: the head of the educational benefits section, a person within this section who handles veteran complaints and adjustments, and a person in the office who takes care of employment.

The VETS office tries to serve as a buffer between the VA and the veteran. The veteran fills out the VA forms in the VETS office, the office then forwards them to the VA. Any problems that arise between the veteran and the VA can be handled through the VETS office. The Project Director will try to get help, for example, for a veteran who needs money but hasn't received his first VA check.

VETS' relationship with the VA changed slightly after the hearings on veterans' problems which were held in Newark. Many local and national political figures participated in the hearings. Previous to the hearings, there had been a 2-3 month lag between the time the veteran signed up for VA benefits and the time he received the first check. After the hearings, VA checks arrived 1 month after the start of the semester.

Relationship With Other Local Groups. Many Black groups, Spanish-speaking groups, White groups, and churches were contacted. Of the churches, only the Episcopal responded. However, the National Council of Churches provides assistance to the projects' recruitment efforts. The Counsel supports project personnel who serve as part-time recruiter-counselors.

According to the Project Director, polarization among Newarks' ethnic groups has had a major negative impact upon the amount of cooperation received from the groups that were contacted.

Discussion

The Newark project mainly serves as an in-house veterans office for Rutgers University. As such, it acts as liaison between the Rutgers veteran and the VA. The impact on VA utilization rates of such a program would come among the high school graduates. While there were increases in high school graduate utilization in Newark, it is not felt that the VETS project can claim credit for the bulk of these increases. The Newark project is small and has a somewhat limited scope. In addition, the project was not considered to have come into operation until August 1972. Thus, at most, only five months of activity are reflected in the tables prepared for this report. At the time the interim report was prepared (this report covered actions through June 1972, previous to the start of the project), substantial increases were already present in the Newark veterans population. The increases here are very similar to those reported in the interim report, and to those reported in Brooklyn. It is felt that the increases seen in Newark are of the same kind as those reported for Brooklyn, and not due to the presence of a VETS project in that city.

PROVIDENCE

Results

The veteran population considered for study in Providence is rather small. As in the case of Trenton, only the White segment of the population was large enough to provide stable utilization rates. In Providence, the White non-high school graduates showed increases in utilization, while the high school graduates showed decreases in utilization (See Tables 21 and 22). Overall, in Providence, there were general decreases in utilization. In Springfield, the control city, the separating population was also small. Again, Whites made up the only group large enough to report on. The pattern of utilization in Springfield is similar to that in Providence.

Project Organization and Operation

Sponsorship and Relations With Sponsor. The Providence VETS center was without sponsorship as of January 1973 when the on-site subgroups took place. The local Urban Coalition, which formerly sponsored the project, was disbanded in December 1972. During the period of Urban Coalition sponsorship, there was little communication between the project and the sponsor. The Urban Coalition allowed the project to function autonomously.

The Providence project was slow in getting started. Although started in June 1972, with the change in project directors in October, and the fact that the sponsor disbanded in December 1972, the Providence project had an effective start date of January 1973.[12]

Impact of Local Political Situation and Relations With City Government. The impact of the local political situation on the project has been minimal. No contact had been established with the city administration until recently. A representative of the Mayor is a member of the advisory board, but little interest in the project has been expressed by him up to the present time. EEA slots do exist in the city, but none were being made available to the VETS office at the time of the interview. Some help has come from the State government. The Rhode Island Department of Employment Security (DES) has provided some assistance. DES has loaned employment representatives to OIC and Concentrated Employment Program (CEP) outreach centers, which do employment counseling for veterans on a part-time basis.

Staffing. The Providence VETS project got underway in June 1972. The current Project Director joined the VETS staff in October. In December two outreach workers were added to the staff. These are college students working on the project part-time as part of the College Work-Study program. Two more outreach workers were added in January 1973. The Project Director hoped to have a total of 10 outreach workers on board by March. Salaries for the outreach workers are provided by the National and State Council of Churches (20%), and College Work-study funds (80%).

In addition, four people loaned by the Rhode Island Department of Employment Security do employment counseling on a part-time basis. In addition, a legal advisor, an educational specialist and a public relations man, are part-time volunteers.

Relationship With the VA. VETS' relationship with the VA has been extremely good. VA has supplied considerable help to the VETS office. Both the regional VA director and his number two man are members of the advisory board of the VETS project. The VA regional office lets the local VETS office know of changes or new developments which affect the G.I. Bill and the work of the VETS office. The VA makes its personnel available for radio and TV appearances and the training of outreach workers, whenever necessary. VA paperwork is done, as much as possible, in the VETS office and sent over to the VA. The VETS office has encountered very little trouble in getting checks to school enrollees.

Relationships With Other Local Organizations. The VETS office has established significant contacts with a few local groups and state agencies, and is in the process of establishing more. The Rhode Island Council of Churches has given $8,000 to the project, to pay the salaries of college work study students working as outreach workers. OIC and Talent Skills center have donated space for use by outreach workers.

The Rhode Island Department of Employment Security has loaned staff for employment counseling. Contacts are now being established with the Rhode Island

[12] Providence, too, was discontinued as a VETS target city at the end of February 1973. Like the two other VETS cities that were discontinued in that month, the Providence center continues to operate—Opportunities Industrialization Center has undertaken to sponsor the project.

Table 21

Target City Providence Compared With Control City Springfield, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Providence					Control City: Springfield				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	47	29.8	42	42.9	+ 44.0	9	11.1	8	25.0	+125.2
White	32	18.8	35	40.0	+112.8	5	20.0	5	0.0	–
Black	14	57.1	5	40.0	- 29.9	3	0.0	1	0.0	–
Spanish	1	0.0	2	100.0	–	1	0.0	2	100.0	–
High School Graduate Total	127	48.0	85	43.5	- 9.4	19	57.9	17	29.4	- 49.2
White	104	49.0	73	39.7	- 19.0	15	66.7	15	33.3	- 50.1
Black	19	47.4	9	77.8	+ 64.1	3	33.3	2	0.0	–
Spanish	4	25.0	3	33.3	+ 33.2	1	0.0	0	0.0	–
All Educational Levels Total	224	47.8	178	49.4	+ 3.3	31	48.4	30	30.0	- 38.0
White	181	47.5	155	47.7	+ 0.4	23	60.9	23	26.1	- 57.1
Black	36	55.6	17	58.8	+ 5.8	6	16.7	5	20.0	+ 19.8
Spanish	7	14.3	6	66.7	+366.4	2	0.0	2	100.0	–
City Limits										
Non-High School Graduate Total	64	29.7	60	35.0	+ 17.8	37	13.5	31	25.8	+ 91.1
White	47	21.3	53	32.1	+ 50.7	27	14.8	25	16.0	+ 8.1
Black	15	60.0	5	40.0	- 33.3	9	11.1	4	50.0	+350.5
Spanish	2	0.0	2	100.0	–	1	0.0	2	100.0	–
High School Graduate Total	193	52.8	125	42.4	- 19.7	119	48.7	101	37.6	- 22.8
White	169	54.4	113	39.8	- 26.8	101	51.5	89	39.3	- 23.7
Black	19	47.4	9	77.8	+ 64.1	17	35.3	12	25.0	- 29.2
Spanish	5	20.0	3	33.3	+ 66.5	1	0.0	0	0.0	–
All Educational Levels Total	333	51.1	264	44.7	- 12.5	202	42.1	193	44.0	+ 4.5
White	285	51.6	241	43.2	- 16.3	173	45.1	171	44.4	- 1.6
Black	38	55.3	17	58.8	+ 6.3	27	25.9	20	35.0	+ 35.1
Spanish	10	20.0	6	66.7	+233.5	2	0.0	2	100.0	–

Table 22 .

Target City Providence Compared With Control City Springfield, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Providence					Control City: Springfield				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	47	19.2	24	8.3	-56.8	7	14.3	5	20.0	+ 39.9
White	38	21.1	22	9.1	-56.9	5	20.0	3	0.0	-
Black	6	16.7	1	0.0	-	0	0.0	1	0.0	-
Spanish	3	0.0	1	0.0	-	2	0.0	1	100.0	-
High School Graduate Total	110	33.6	71	33.8	+ 0.6	9	33.3	15	33.3	0.0
White	91	34.1	58	34.5	+ 1.2	9	33.3	10	50.0	+ 50.2
Black	11	36.4	12	33.3	- 8.5	0	0.0	3	0.0	-
Spanish	8	25.0	1	0.0	-	0	0.0	2	0.0	-
All Educational Levels Total	200	34.5	129	31.0	-10.1	19	26.3	27	33.3	+ 26.6
White	165	36.4	112	32.1	-11.8	17	29.4	20	40.0	+ 36.1
Black	22	27.3	14	28.6	+ 4.8	0	0.0	4	0.0	-
Spanish	13	23.1	3	0.0	-	2	0.0	3	33.3	-
City Limits										
Non-High School Graduate Total	62	19.4	34	20.6	+ 6.2	41	9.8	17	11.8	+ 20.4
White	51	19.6	32	21.9	+11.7	30	10.0	14	7.1	- 29.0
Black	7	14.3	1	0.0	-	7	0.0	2	0.0	-
Spanish	4	25.0	1	0.0	-	4	25.0	1	100.0	+300.0
High School Graduate Total	156	37.2	111	36.0	- 3.2	114	33.3	76	31.6	- 5.1
White	134	37.3	97	37.1	- 0.5	99	34.3	69	33.3	- 2.9
Black	12	41.7	12	33.3	-20.1	13	30.8	5	20.0	- 35.1
Spanish	10	30.0	2	0.0	-	2	0.0	2	0.0	-
All Educational Levels Total	292	37.0	199	35.7	- 3.5	199	33.7	144	36.8	+ 9.2
White	252	38.1	180	36.7	- 3.7	170	34.7	131	38.2	+ 10.1
Black	24	29.2	14	28.6	- 2.1	27	30.4	9	22.2	- 27.0
Spanish	16	31.3	5	20.0	-36.1	6	16.7	4	25.0	+ 49.7

Department of Education; the Commissioner of Education is a member of the VETS advisory board.

A good working relationship exists between the Providence VETS Center and the Red Cross. The Red Cross does counseling with veterans, and some important work with veterans with other than honorable discharges. Contacts with local veterans' groups have not been productive. The American Legion is not cooperating with the local project.

Relationships With Local Educational Institutions. Working relationships exist with a number of local colleges and universities. The relationship with Rhode Island Junior College has proved the most productive. Rhode Island Junior College has provided one outreach worker from its college work study funds; he works out of the college. The Project Director has had no difficulty in getting veterans admitted. At Rhode Island Junior College, as at other local schools, money has been the big problem. Many veterans are not able to finance going to school on just their VA checks. At Rhode Island Junior College, however, the tuition is not very high. Rhode Island Junior College has an Urban Education Center which does remedial work; they also offer accredited general studies courses. OIC also offers both remedial and high school courses.

Functions Added to the Program. VETS has worked with the Red Cross to get other than honorable discharges changed. Again with the Red Cross, VETS helps disabled veterans with VA, with appeals, and with other problems.

VETS is trying to generate support among veterans groups for passage of a state G.I. Bill. The project brought pressure to investigate charges that veterans in the state home for veterans were being mistreated and cheated of their VA checks. VETS also arranged for free passes for all University of Rhode Island home basketball games for patients at the home.

Discussion

Because the Providence project was slow in getting started, it cannot be properly evaluated by the data presented here. The project only really started to gain momentum in January 1973, and no VA actions after December 1972 are included in this report. Just after the project began in January it was ordered defunded in February 1973.

At the time of the on-site visit, the program, although just beginning its outreach efforts, was a particularly active one. The Project Director had laid the groundwork and established the contacts necessary for an effective program. However, no conclusions can be drawn about the effectiveness of the project from the data presented here.

SEATTLE

Results

The population of veterans considered for study in Seattle is very different from that reported in other cities. First, the minority population is small, only the Black total in the city limits is large enough to talk about with any confidence. The White veterans population, however, is rather large, there are 1817 Whites in the 70/71 group and 1417 in the 71/72 group. In addition, the veteran population is extremely well educated, only 8.8% of the 70/71 group (Whites) and 10.2% of the 71/72 group (Whites) are non-high school graduates (See Tables 23 and 24). A substantial minority have at least some college education. As a result, the utilization rates in Seattle are extremely high. These factors, coupled with a particularly serious unemployment problem, make Seattle unique among the VETS cities studied (although Los Angeles is similar in some respects; highly educated population, with high utilization rates). Portland, the control city, is very similar to Seattle in all the respects discussed above.

G.I. Bill utilization in both Seattle and Portland declined over the period studied. In the city limits area, the declines came mostly among high school graduates. In Seattle there was a 2.3% decrease among high school graduates in 70/71 and an 8.5% decrease in 71/72. In Portland, the comparable groups showed an 8.6% decrease and a 3.6% decrease. Overall, in Seattle, there was a 4.3% decrease in 70/71 (Whites, 3.9% decrease; Blacks, 34.3% decrease) and a 12.6% decrease in 71/72 (Whites, 9.5% decrease; Blacks, 55.1% decrease). In the Portland city limits area, Whites in the city limits area showed a 4.6% decrease in the 70/71 group and a 6.8% decrease in the 71/72 group.

However, there were some increases shown in Seattle among non-high school graduates. In the city limits area, White non-high school graduates showed a 31.3% increase in 70/71 and a 11.0% increase in 71/72. In Portland, the same group showed a 39.6% increase in 70/71, but a 28.7% decrease in 71/72.

Project Organization and Operations

Sponsorship and Relations With Sponsor. The Seattle VETS project is the Seattle Veterans Action Center (SEA-VAC) and functions as an agency of the city government. Specifically, it is a subdivision of the Office of Human Resources. It is strongly supported by the present city administration and has encountered no significant in-house problems. Good relations also exist with the VETS national staff.

Through this arrangement SEA-VAC has succeeded to a substantial extent in pulling together resources from a variety of agencies and organizations into a community-oriented center to service the veteran population. Emphasis is on helping veterans with all problems rather than with education alone.

Impact of Local Economic Situation. Seattle has had well-publicized unemployment problems, with rates ranking among the highest in the nation over the past few years. Seattle has the highest rates of veterans' utilization of educational benefits among all target or control cities in the study.

However, the SEA-VAC staff feels that a substantial number of veterans returning to Seattle go to school because the VA benefits provide a source of income in a depressed job market. Therefore, there is reason to expect a decrease in G.I. Bill utilization as the economy and unemployment situation improve.

Staffing. At the time of the visit, SEA-VAC had a total staff of approximately forty, with a fairly sophisticated organization system. Staff funding derives from a variety of sources including city government, EEA, Community Action Programs, VETS contracts, State of Washington, OEO-Upward Bound, and College Work Study Program. Trained personnel are available for both employment counseling and legal assistance with "bad" discharges.

Relationship With the VA. Relations with the VA have been very good. The local VA office has provided a staff person to train SEA-VAC personnel in how to fill out VA forms and who to contact for any specific type of assistance. In addition, the center provides strong follow-up activity once forms have been submitted. The VA also supplies names and addresses of recently separated veterans who are not high school graduates. There is little "door knocking" activity. SEA-VAC personnel view this as unnecessary due to the high visibility of the project and its credibility among veterans and the community in general.

Relationship With Other Local Groups. Local American Legion chapters have provided staff members to assist with the project. Washington State Employment Service interviewers and counselors are on-site to provide help to veterans in need of either full or part-time jobs. Legal assistance is made available to those veterans seeking to change a "bad" discharge.

Table 23

Target City Seattle Compared With Control City Portland, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Seattle					Control City: Portland				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	32	37.5	38	36.8	- 1.9	27	44.4	22	31.8	- 28.4
White	26	34.6	32	37.5	+ 8.4	26	46.2	22	31.8	- 31.2
Black	4	25.0	6	33.3	+33.2	0	0.0	0	0.0	-
Spanish	2	100.0	0	0.0	-	1	0.0	0	0.0	-
High School Graduate Total	196	57.1	127	52.8	- 7.5	102	54.9	91	39.6	- 27.9
White	167	59.3	114	54.4	- 8.3	101	54.5	89	39.3	- 27.9
Black	24	41.7	12	41.7	0.0	0	0.0	1	0.0	-
Spanish	5	60.0	1	0.0	-	1	100.0	1	100.0	0.0
All Educational Levels Total	356	59.0	247	53.0	-10.2	188	55.3	142	41.5	- 25.0
White	311	59.8	227	54.6	- 8.7	186	55.4	140	41.4	- 25.3
Black	37	51.4	19	36.8	-28.4	0	0.0	1	0.0	-
Spanish	8	62.5	1	0.0	-	2	50.0	1	100.0	+100.0
City Limits										
Non-High School Graduate Total	79	35.4	99	44.4	+25.4	77	27.3	66	39.4	+ 44.3
White	70	35.1	89	46.1	+31.3	75	28.0	64	39.1	+ 39.6
Black	6	16.7	9	22.2	+32.9	1	0.0	2	50.0	-
Spanish	3	66.7	1	100.0	+49.9	1	0.0	0	0.0	-
High School Graduate Total	607	57.7	447	56.4	- 2.3	446	53.4	346	48.8	- 8.6
White	565	58.6	429	57.3	- 2.2	429	54.1	334	49.1	- 9.2
Black	32	40.6	16	37.5	- 7.6	13	38.5	8	12.5	- 67.5
Spanish	10	60.0	2	0.0	-	4	25.0	4	100.0	+300.0
All Educational Levels Total	1,073	60.2	840	57.6	- 4.3	761	54.1	578	52.1	- 3.7
White	1,008	60.9	809	58.5	- 3.9	739	54.7	563	52.2	- 4.6
Black	49	46.9	26	30.8	-34.3	16	37.5	11	27.3	- 27.2
Spanish	16	56.3	5	60.0	+ 6.6	6	33.3	4	100.0	+200.3

Table 24

Target City Seattle Compared With Control City Portland, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Seattle					Control City: Portland				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	39	38.5	24	16.7	-56.6	21	33.3	13	15.4	- 53.8
White	34	32.4	20	15.0	-53.7	21	33.3	13	15.4	- 53.8
Black	3	66.7	4	25.0	-62.5	0	0.0	0	0.0	–
Spanish	2	100.0	0	0.0	–	0	0.0	0	0.0	–
High School Graduate Total	164	40.9	108	41.7	+ 2.0	90	35.6	53	45.3	+ 27.2
White	146	39.7	91	46.2	+16.4	89	34.8	52	46.2	+ 32.8
Black	18	50.0	13	23.1	-53.8	0	0.0	1	0.0	–
Spanish	0	0.0	4	0.0	–	1	100.0	0	0.0	–
All Educational Levels Total	302	44.4	193	39.9	-10.1	143	39.2	98	41.8	+ 6.6
White	268	42.5	169	42.6	+ 0.2	142	38.7	96	42.7	+ 10.3
Black	31	54.8	18	22.2	-59.5	0	0.0	2	0.0	–
Spanish	3	100.0	6	16.7	-83.3	1	100.0	0	0.0	–
City Limits										
Non-High School Graduate Total	95	29.5	63	28.6	- 3.1	69	24.6	56	23.2	- 5.7
White	87	26.4	58	29.3	+11.0	66	25.8	49	18.4	- 28.7
Black	4	75.0	5	20.0	-73.3	3	0.0	5	40.0	–
Spanish	4	50.0	0	0.0	–	0	0.0	2	100.0	–
High School Graduate Total	470	44.9	333	41.1	- 8.5	372	38.4	227	37.0	- 3.6
White	437	44.2	312	42.3	- 4.3	361	39.1	218	36.7	- 6.1
Black	25	52.0	17	29.4	-43.5	9	11.1	5	40.0	+260.4
Spanish	8	62.5	4	0.0	–	2	50.0	4	50.0	0.0
All Educational Levels Total	915	49.2	590	43.0	-12.6	627	42.1	425	40.0	- 5.0
White	857	48.5	560	43.9	- 9.5	610	42.6	406	39.7	- 6.8
Black	43	58.1	23	26.1	-55.1	14	14.3	13	38.5	+169.2
Spanish	15	60.0	7	28.6	-52.3	3	66.7	6	66.7	0.0

The local press and media have provided ample coverage of project activities. When the Project Director calls a press conference, he gets coverage by newspapers and television stations.

There is substantial interaction with churches and church leaders in the area. Various church groups have contributed money to establish an Emergency Loan Fund available to veterans unable to pay for tuition, rent, books, food, and other needs. There is also a strong relationship with the National Council of Churches. The project is negotiating with that organization for additional funding of outreach-worker slots.

Relationship With Local Educational Institutions. Although the Center is located close to the dominant two-year educational institution in Seattle, there is no special focus on relations with any one institution. Application forms for high school programs, technical/vocational schools, and community, junior, and four-year colleges are available on-site. Relations with all institutions appear cordial, with no opposition by any particular institution in evidence.

Discussion

The relative uniqueness of the Seattle veteran population and the VETS project in Seattle make analysis of the data difficult. It is clear that a regional trend in G.I. Bill utilization exists in Portland and Seattle, similar to the one found in Brooklyn and Newark, except that the trend is to decreasing utilization. This trend might be the result of initially high utilization in both cities paired with a brightening employment situation.

The VETS project in Seattle is both large and particularly active. The Seattle project is into many areas which are not reflected in the numbers discussed above, such as legal assistance to those with "bad" discharges and employment counseling.

Overall, there were very few differences in the utilization patterns shown in Portland and Seattle. It could not be said that the decreases in Portland were any greater than the decreases in Seattle. It must be concluded, then, that the impact of the Seattle program was felt in other areas, or that the decreases in utilization in Seattle would have been greater without the presence of the VETS program.

WICHITA

Results

There was a general pattern of decreases in G.I. Bill utilization in Wichita (See Tables 25 and 26). In Wichita, as in some other cities, the veteran population was small. Only Whites in the city limits area had the numbers necessary to produce stable utilization rates. In the 70/71 group, Whites showed a 5.0% decline in utilization (non-high school graduates, 0.5% decrease; high school graduates, 9.2% decrease) and in the 71/72 group there was a 0.2% increase (non-high school graduates, 1.2% decrease; high school graduates, 5.8% decrease). Overall, Blacks showed an 0.8% decrease in 70/71 and a 37.4% increase in 71/72.

The population in Topeka, the control city, was even smaller than the one in Wichita. However, Whites showed a 5.7% increase overall in 70/71 and a 14.2% increase overall in 71/72. White high school graduates in the city limits area showed a 3.2% decrease in utilization in the 70/71 group and a 21.1% increase in the 71/72 group.

Table 25

Target City Wichita Compared With Control City Topeka, July-Dec 1970 and July-Dec 1971: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Wichita					Control City: Topeka				
	Separations July-Dec 1970		Separations July-Dec 1971			Separations July-Dec 1970		Separations July-Dec 1971		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	13	30.8	7	28.6	- 7.1	24	20.8	13	30.8	48.1
White	3	33.3	3	33.3	0.0	19	26.3	10	40.0	52.1
Black	9	33.3	3	33.3	0.0	3	0.0	2	0.0	--
Spanish	1	0.0	1	0.0	--	2	0.0	1	0.0	--
High School Graduate Total	23	69.6	21	38.1	-45.3	89	49.4	100	42.0	-15.0
White	16	81.3	12	50.0	-38.5	72	45.8	88	42.0	- 8.3
Black	7	42.9	8	25.0	-41.7	13	69.2	7	57.1	-17.5
Spanish	0	0.0	1	0.0	--	4	50.0	5	20.0	-60.0
All Educational Levels Total	44	52.3	37	43.2	-17.4	132	46.2	145	44.8	- 3.0
White	25	64.0	18	50.0	-21.9	109	45.0	128	46.1	2.4
Black	18	38.9	15	40.6	2.8	17	58.8	11	45.5	-22.6
Spanish	1	0.0	4	25.0	--	6	33.3	6	16.7	-49.8
City Limits										
Non-High School Graduate Total	63	34.9	58	36.2	3.7	31	22.6	14	28.6	26.5
White	49	36.7	52	36.5	- 0.5	25	24.0	11	36.4	51.7
Black	12	33.3	4	50.0	50.2	3	0.0	2	0.0	--
Spanish	2	0.0	2	0.0	--	3	33.3	1	0.0	--
High School Graduate Total	324	58.3	250	51.6	-11.5	139	48.2	139	43.9	- 8.9
White	298	57.7	227	52.4	- 9.2	120	46.7	124	45.2	- 3.2
Black	17	58.8	18	38.9	-33.8	15	60.0	8	50.0	-16.7
Spanish	9	77.8	5	60.0	-22.9	4	50.0	7	14.3	-71.4
All Educational Levels Total	506	57.3	422	54.0	- 5.8	207	47.3	211	47.9	1.3
White	461	57.7	385	54.8	- 5.0	181	47.0	191	49.7	5.7
Black	33	48.5	27	48.1	- 0.8	19	52.6	12	41.7	-20.7
Spanish	12	66.7	10	40.0	-40.0	7	42.9	8	12.5	-70.9

Table 26

Target City Wichita Compared With Control City Topeka, Jan-June 1971 and Jan-June 1972: Utilization of GI Bill Educational Benefits

(First Term Enlisted Separatees)

Population	Target City: Wichita					Control City: Topeka				
	Separations Jan-June 1971		Separations Jan-June 1972			Separations Jan-June 1971		Separations Jan-June 1972		
	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease	Number of Separations	% Utilization as of 31 Dec 1971	Number of Separations	% Utilization as of 31 Dec 1972	Percent Increase or Decrease
Restricted Area										
Non-High School Graduate Total	19	26.3	8	12.5	-52.5	13	0.0	9	11.1	--
White	6	50.0	5	20.0	-60.0	11	0.0	7	14.3	--
Black	12	16.7	2	0.0	--	1	0.0	1	0.0	--
Spanish	1	0.0	1	0.0	--	1	0.0	2	0.0	--
High School Graduate Total	29	41.4	16	37.5	- 9.4	95	31.6	38	36.8	16.5
White	17	47.1	5	40.0	-15.1	83	33.7	36	36.1	7.1
Black	9	22.2	11	36.4	64.0	6	33.3	2	50.0	50.2
Spanish	3	66.7	0	0.0	--	6	0.0	0	0.0	--
All Educational Levels Total	59	44.1	28	28.6	-35.1	136	33.8	65	43.1	27.5
White	34	58.8	11	27.3	-53.6	121	36.4	60	43.3	19.0
Black	21	19.0	16	31.3	64.7	8	25.0	2	50.0	100.0
Spanish	4	50.0	1	0.0	--	7	0.0	3	33.3	--
City Limits										
Non-High School Graduate Total	73	16.4	49	14.3	-12.8	20	5.0	10	10.0	100.0
White	56	16.1	44	15.9	- 1.2	17	5.9	8	12.5	111.9
Black	15	13.3	3	0.0	--	2	0.0	0	0.0	--
Spanish	2	50.0	2	0.0	--	1	0.0	2	0.0	--
High School Graduate Total	260	40.4	187	38.5	- 4.7	131	33.6	60	43.3	28.9
White	236	41.1	168	38.7	- 5.8	118	35.6	58	43.1	21.1
Black	17	35.3	15	40.0	13.3	6	33.3	2	50.0	50.2
Spanish	7	28.6	4	25.0	-12.6	7	0.0	0	0.0	--
All Educational Levels Total	438	41.1	348	42.0	2.2	197	37.1	116	44.8	20.8
White	395	42.5	319	42.6	0.2	180	39.4	111	45.0	14.2
Black	34	26.5	22	36.4	37.4	9	22.2	2	50.0	125.2
Spanish	9	33.3	7	28.6	-14.1	8	0.0	3	33.3	--

Project Organization and Operation

This summary of the Wichita VETS project does not follow the normal format used in this report, because this project constitutes a special case. Due to a number of circumstances, the VETS project became inoperative and defunct in February 1972.

The VETS project originally contracted with the Wichita city government, which turned over administration of the project to Wichita State University. The contract was for a six-month period. This last factor is the major factor in the bitterness which still remains among all parties involved. The city and WSU claim that VETS insisted on a six-month contract while VETS claims that it was the other way around.

The initial director selected by WSU was viewed by the University administration as being unqualified for the position. The staff members were student-veterans who worked part-time and apparently received little or no direction or guidance from the Director. WSU officials realize that they did not properly monitor the program. This factor made the start-up problems that are normally experienced even greater. The problems were compounded by delays in receiving the promised forms, materials, and technical assistance from the VETS office in Washington. Most materials did not arrive until four months into the contract. In addition, the VETS staff members assigned to provide technical assistance to Wichita were perceived as having been of little help.

The various problems and disagreements led to a decision, which seems to have been somewhat mutual, not to refund the program, although there appears to have been a commitment by the city to provide EEA slots after the initial six months that was not fulfilled.

A program for veterans, which is not dissimilar from the one originally envisioned by VETS does now exist at WSU. Naturally, this program focuses on those veterans attending or desirous of attending WSU. Thus, the initial money invested cannot be viewed as totally wasted, in that there is an on-going veterans' assistance program in Wichita.

Discussion

As the above narrative indicates, the Wichita program was discontinued in February 1972. Thus, the impact of VETS activity on utilization would be expected to be minimal. However, the outreach activity started by VETS was continued at Wichita State University. This activity was directed at veterans interested in enrolling in WSU.

No impact on utilization rates that could be attributed to outreach activity was seen in Wichita. High school graduates in the city limits area showed declines in utilization in both 70/71 and 71/72. The overall experience in Wichita does not compare favorably with the performance of Topeka, the control city.

OVERALL PERFORMANCE OF VETS TARGET CITIES

Summaries of the performance of all VETS cities, and all control cities for 70/71 are given in Table 1. The corresponding data for the 71/72 group appears in Table 2.

In the target cities, taken as a whole, there were consistent increases in G.I. Bill utilization among educationally disadvantaged veterans, and among minority group veterans. Non-high school graduates showed strong increases in utilization. In the restricted area, there was a 22.3% increase in the 70/71 group (Whites, 42.2% increase; Blacks, 10.4% increase; Spanish, 30.1% increase) and a 24.5% increase in the 71/72 group (Whites, 11.9% increase; Blacks, 30.0% increase; Spanish, 34.3% increase). Comparable increases among non-high school graduates were shown in the city limits area. Overall, in the restricted area Blacks showed a 6.2% increase and Spanish a 17.1% increase in 70/71;

those two groups had 2.1% and 7.4% increases, respectively, in 71/72. In the city limits area, Blacks showed an 8.3% increase in 70/71 and a 4.4% increase in 71/72, while Spanish veterans increased their utilization by 11.1% in 70/71 and by 7.8% in 71/72.

However, when the performance of the control cities is examined, the same pattern of increases emerges. Additionally, the percent increases in G.I. Bill utilization in the control cities are larger for almost every group examined. Non-high school graduates in the restricted area showed a 27.7% increase in 70/71 (Whites, 8.0% increase; Blacks, 31.1% increase; Spanish, 96.7% increase) and a 56.4% increase in 71/72 (Whites, 32.7% increase; Blacks, 62.8% increase; Spanish, 104.0% increase). Again there were comparable increases among non-high school graduates in the city limits area. Among high school graduates, while Whites generally showed decreases in utilization, minority group veterans again evidenced substantial increases in utilization. Overall, in the restricted area, Blacks showed an 11.0% increase in 70/71 and a 27.2 increase in 71/72, while Spanish veterans showed a 59.2% increase in 70/71 and 44.9% in 71/72. In the city limits area, the picture was very similar. Blacks had an 11.5% increase in 70/71 and a 25.1% increase in 71/72. Spanish veterans had a 42.2% increase in 70/71 and a 43.8% increase in 71/72.

In summary, while G.I. Bill utilization was increasing in the VETS cities among the target groups, there were parallel, and in most cases larger, increases showing up among the same groups in the control cities. However, the influence of Brooklyn on the performance of the control cities is very great. Brooklyn had one of the largest veteran populations of all the cities in this study. In the four groups considered in this evaluation, there were 8,538 veterans in Brooklyn. As mentioned previously, utilization rates in Brooklyn increased very sharply during the periods covered by this report. These sharp increases, paired with the size of the veterans population in Brooklyn, had a large effect on the rates shown for all the Control cities. Because of this impact, two additional tables (Tables 3 and 4) were prepared, excluding Brooklyn from the control cities and Los Angeles from the target cities.

Examination of the comparison between the target cities without Los Angeles and the control cities without Brooklyn shows that the performance of the target cities is now very similar to the performance of the control cities. In both groups non-high school graduates and minority group veterans show the largest increases in G.I. Bill utilization. In the target cities, in the restricted area, there was a 22.6% increase in utilization among non-high school graduates in 70/71 and a 27.6% increase in 71/72. In the control cities, the corresponding groups showed 15.1% and 34.5% increases. Among Blacks in the restricted area of the target cities, there was 8.0% increase in 70/71 and 4.8% increase in 71/72. There were corresponding increases of 8.2% and 16.5% in the control cities. Spanish-surnamed veterans in the target cities showed 11.7% and 14.4% increases in the city limits area. In the control cities, the corresponding groups showed a 20.3% increase and a 5.5% decrease.

An examination of the percent change in G.I. Bill utilization in the target cities vs. the change in the control cities shows that the VETS cities have not outperformed the control cities on the whole. Once again, however, it is necessary to point out that the percent change is sensitive to the initial rate of G.I. Bill utilization. The lower the initial utilization rate, the fewer new enrollments are needed to effect a percent increase of a given size. Thus an increase of 10% in the utilization rate translates into a 50% increase in utilization when the initial utilization rate is 20%, but only a 25% increase when the initial rate is 40%.

This is an especially important consideration in the comparisons of target and control cities. The initial utilization rates in the target cities were generally higher than those in the control cities. For non-high school graduates in the restricted area, for example, initial utilization in the target cities was 28.3% (White, 21.1%; Black, 31.8%; and

Spanish, 33.2%) among those separating July-December 1970. For the same group in the control cities the initial rate was only 22.4% (White, 22.4%; Black, 23.5%; and Spanish, 18.0%). Among Spanish-surnamed veterans, where very substantial percent increases in G.I. Bill utilization were shown, the differential between the initial rates in the target cities and the control cities is even more striking. Overall in the restricted area the initial rate was 43.3% among those separating in July-December 1970 and 34.0% among those separating in January-June 1971 in the target cities. The corresponding rates in the control cities were 27.2% and 22.5%.

When Brooklyn (where initial G.I. Bill utilization rates were very low), and Los Angeles (where the rates were high), are excluded, the difference between the initial utilization rates is much reduced. Correspondingly, the percent changes evidenced in the two groups become much closer. However, even when these two cities are eliminated from the comparisons, the utilization rates in the target cities generally remain higher. Now, to use the previously cited example, non-high school graduates separating in July-December 1970 in the restricted area show an initial utilization rate of 26.1% in the target cities and 23.2% in the control cities.

Section 5

CONCLUSIONS

It is clear that the VETS program did not result in anything approaching a 100% increase in G.I. Bill utilization. As the previous section makes clear, when Brooklyn and Los Angeles are excluded, the performance of the VETS target cities was about the same as the performance of the control cities during the period studied. What then, can be said about the VETS program as a whole?

It is the opinion of the evaluators that the objective of increasing G.I. Bill utilization by 100% was unrealistic. First, the resources committed to each city were not nearly substantial enough to cause change of this magnitude, even in cities with exceptional programs. Many of the programs are quite small in comparison with the number of veterans whose needs have to be met. Second, the peer counseling concept, which is at the core of the VETS program, seems inconsistent with the goal of increasing enrollments in VA educational and training programs. The educationally and economically disadvantaged veterans, the prime VETS target group, are more likely to have a range of needs that must be addressed as a prerequisite to further education. Such a veteran might need a part-time job during school, a place to live, or a loan to see him through until his VA checks start coming. Such needs can be effectively addressed through the peer counseling approach, but only with a much larger commitment of time to each veteran by his counselor, and in a "total service" environment.

Although, in the beginning, the VETS program had as its mission to increase G.I. Bill utilization rates by 100%, the VETS national staff and the project directors recognized the need to change to a "total service" concept quite early. Each VETS city added functions to its program, some of which are outlined in the narrative on each city. The project directors and the National VETS staff felt the program should be evaluated on the quality and range of services provided to veterans, rather than on percent increases in G.I. Bill utilization. The nature of the VETS program underwent a basic change, while the evaluation criteria did not.

Given that the concept of the VETS program underwent change during the period of the evaluation, can the evaluation criteria be useful in assessing the impact of the VETS program? It is clear to the evaluators that there was a better fit between the evaluation methodology and the original VETS concept than there was with the concept as it finally evolved. However, the methodology does point to changes in the patterns of utilization, which, in combination with the narrative data, can be meaningful in evaluating the performance of individual target cities. The heterogeneity of the 11 VETS cities and the presence of forceful regional trends in G.I. Bill utilization make the overall evaluation of VETS more difficult. In fact, even if the VETS concept had not changed, overall evaluation of the program would be difficult because of these two factors.

While the concept of peer counseling remained common to the 11 VETS cities, there were basic differences between programs in different cities—in organizational affiliation, in size, and in outreach goals. It is clear to the evaluators that some programs were substantially less effective because of these differences.

The most effective programs tended to be those with strong ties to local governmental agencies providing a variety of services. The Chicago program is an example. This program, although small, effectively tapped into a network of resources made available by

the city. Outreach centers were located in many community-based multi-service centers. A successful cross-referral system with similar types of agencies providing different services was developed. G.E.D. classes were made accessible to the veteran by locating them in the community multi-service centers. In effect, this program magnified its impact by efficient use of available resources. Seattle is another program that effectively focused resources from a variety of sources on veterans' problems.

Conversely, the least successful programs seemed to be those that were affiliated with colleges or universities. These programs, for the most part, served as in-house veterans' affairs offices. As such, they serviced a veteran population already committed to higher education, that probably would have used the G.I. Bill without VETS help. The outreach programs associated with such a project were usually feeble. The Detroit program, for example, had field offices in 21 area colleges and universities (with a staff of over 100 people), in a five-county area. Yet this large group did little but service those students who needed help with the VA. The outreach program, which was run out of the project office downtown, was extremely small. The recent change in sponsorship of this project was made to alleviate these problems. The Newark and Miami projects, both run out of colleges, were similar.

In effect, the VETS project, then, tested different approaches to the problem of being responsive to the needs of veterans. Viewed from this perspective, there were 11 VETS projects, sharing a common source of funding and common advocacy of the peer counseling technique, but different in some very meaningful ways. The overall evaluation of VETS program rests on the individual evaluation of the 11 different projects. Some programs, such as Chicago, were successful even when measured by the yardstick of percent increases in G.I. Bill utilization. From this point of view, the VETS program can be viewed as a limited success. Other cities, with different approaches to the problem, were not successful.

The concept of peer counseling may or may not be useful. It is clear, however, that the counselors almost always function mainly as a link between the veteran and some other agency, such as the VA or the state employment service. Even accepting the assertion that the peer counselor is reaching a veteran who would not normally be reached by the "system," it does not seem feasible to establish independent outreach centers in every city in the country through subcontracts. Rather, the task at hand seems to be how to make existing organizations more responsive to the needs of the veteran who may be "turned off" by the system.

Finally, this type of programmatic funding with direct grants to local governments appears likely to become more common in the future. To the extent that evaluation of such programs is desirable or necessary, traditional evaluation techniques may prove inadequate. As with the VETS program, it will probably be necessary to find some common ground for viewing programs that are very different in form, structure, and emphasis, but have a common general objective. The use of automated data files available from various agencies appears to have some utility as an evaluation technique.

Appendix A

GRAPHIC PRESENTATION OF RESULTS: FIGURES 1-20

Total in the Restricted Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

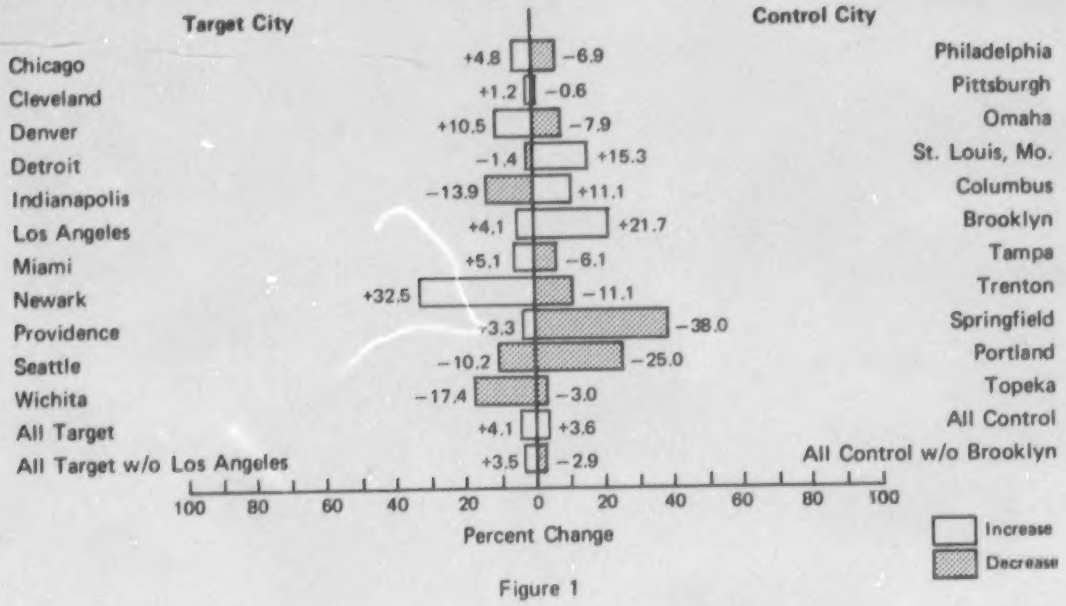
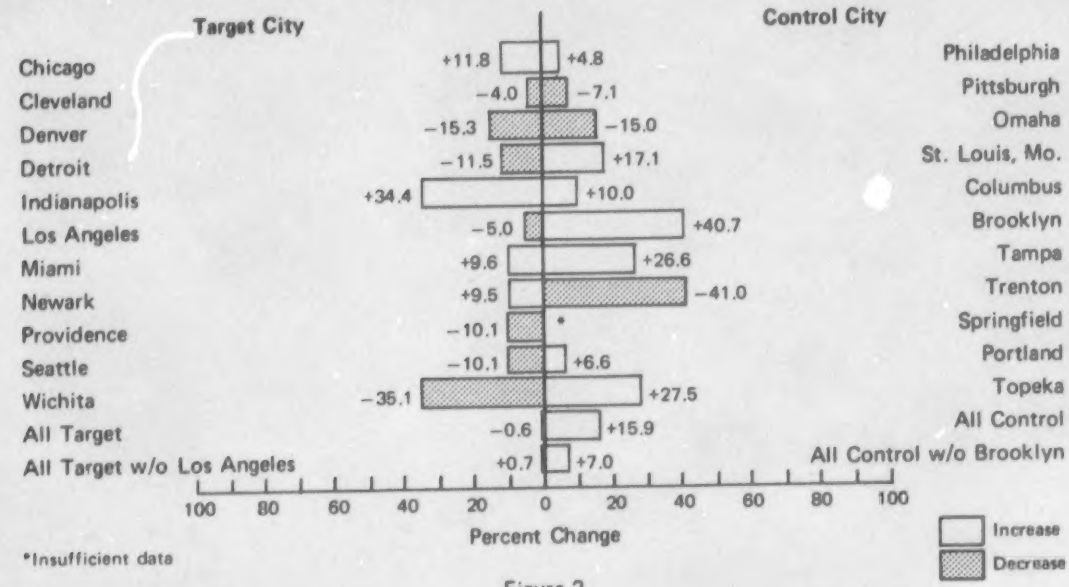

Target City
Control City
Chicago +4.8 −6.9 Philadelphia
Cleveland +1.2 −0.6 Pittsburgh
Denver +10.5 −7.9 Omaha
Detroit −1.4 +15.3 St. Louis, Mo.
Indianapolis −13.9 +11.1 Columbus
Los Angeles +4.1 +21.7 Brooklyn
Miami +5.1 −6.1 Tampa
Newark +32.5 −11.1 Trenton
Providence +3.3 −38.0 Springfield
Seattle −10.2 −25.0 Portland
Wichita −17.4 −3.0 Topeka
All Target +4.1 +3.6 All Control
All Target w/o Los Angeles +3.5 −2.9 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

Figure 1

Total in the Restricted Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities


Target City
Control City
Chicago +11.8 +4.8 Philadelphia
Cleveland −4.0 −7.1 Pittsburgh
Denver −15.3 −15.0 Omaha
Detroit −11.5 +17.1 St. Louis, Mo.
Indianapolis +34.4 +10.0 Columbus
Los Angeles −5.0 +40.7 Brooklyn
Miami +9.6 +26.6 Tampa
Newark +9.5 −41.0 Trenton
Providence −10.1 * Springfield
Seattle −10.1 +6.6 Portland
Wichita −35.1 +27.5 Topeka
All Target −0.6 +15.9 All Control
All Target w/o Los Angeles +0.7 +7.0 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

*Insufficient data

Figure 2

Black Total in the Restricted Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

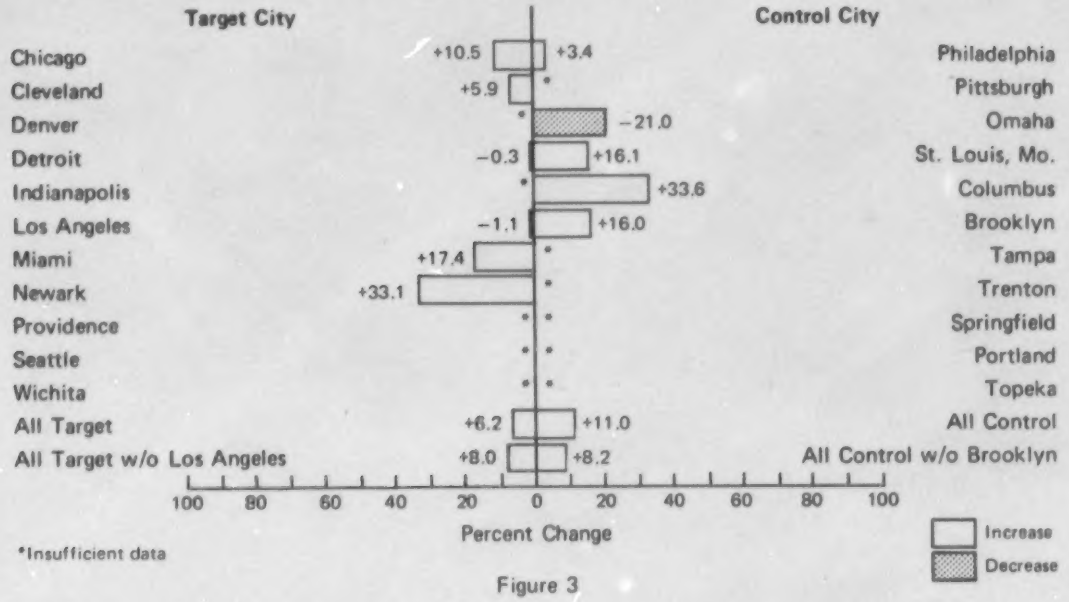


Figure 3

Black Total in the Restricted Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

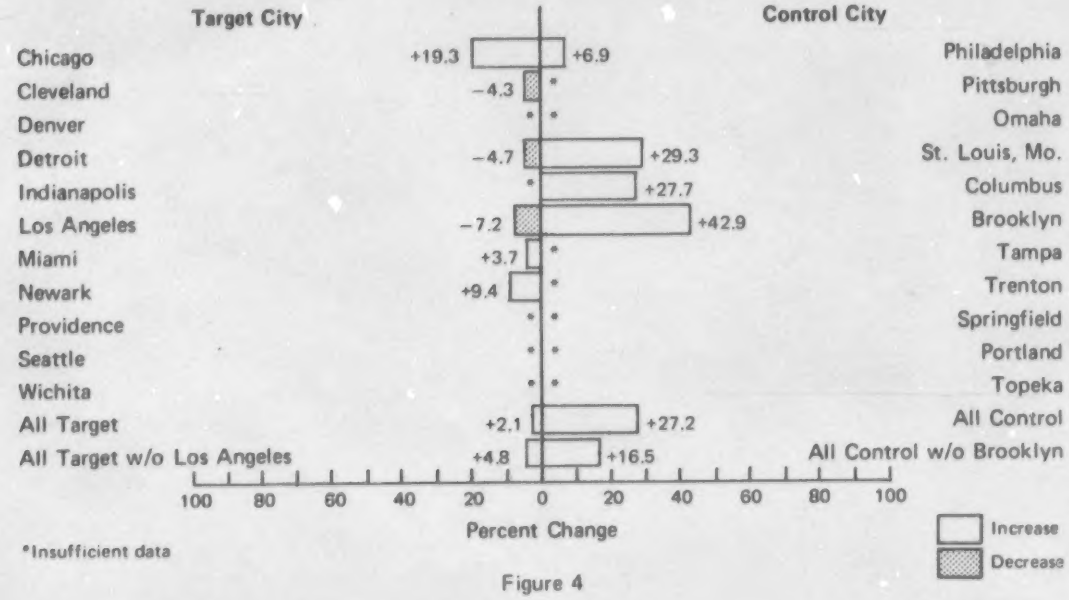


Figure 4

**Spanish Total in the Restricted Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

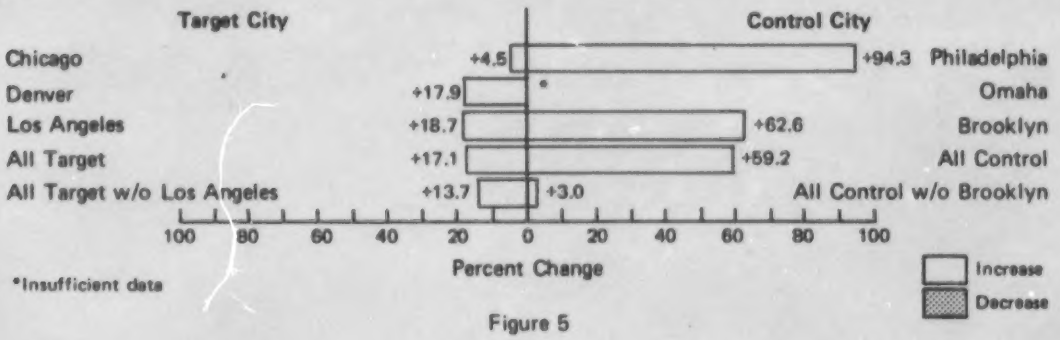


Figure 5

**Spanish Total in the Restricted Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**

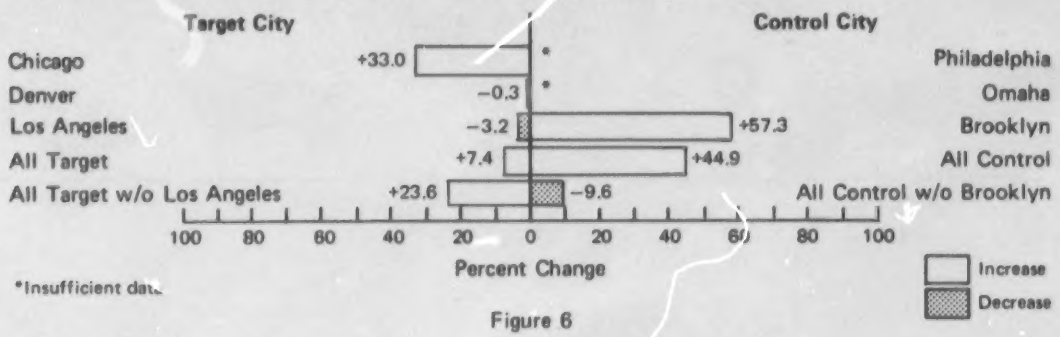
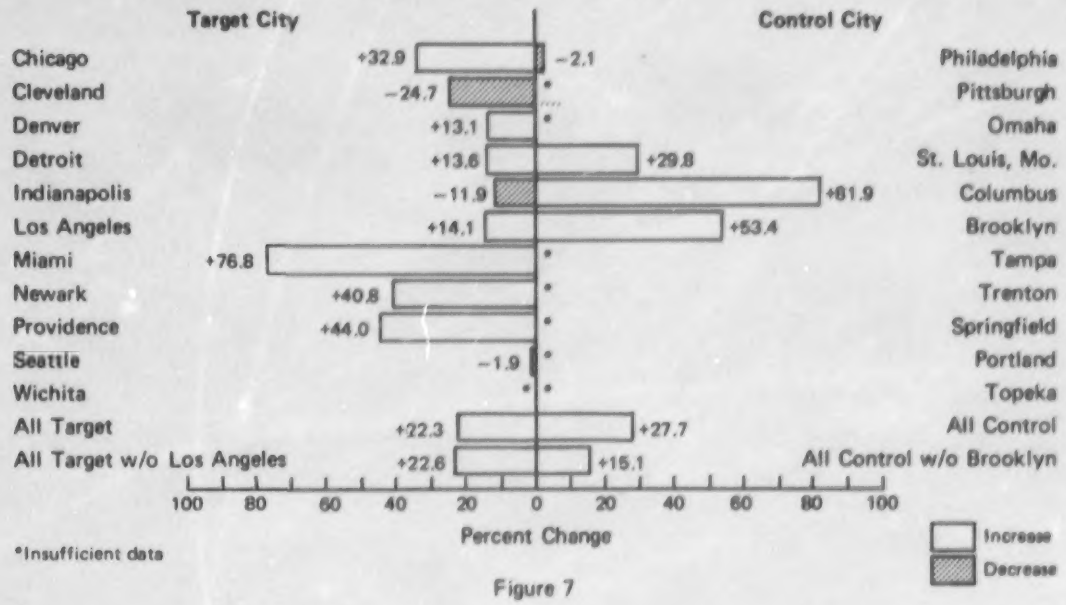


Figure 6

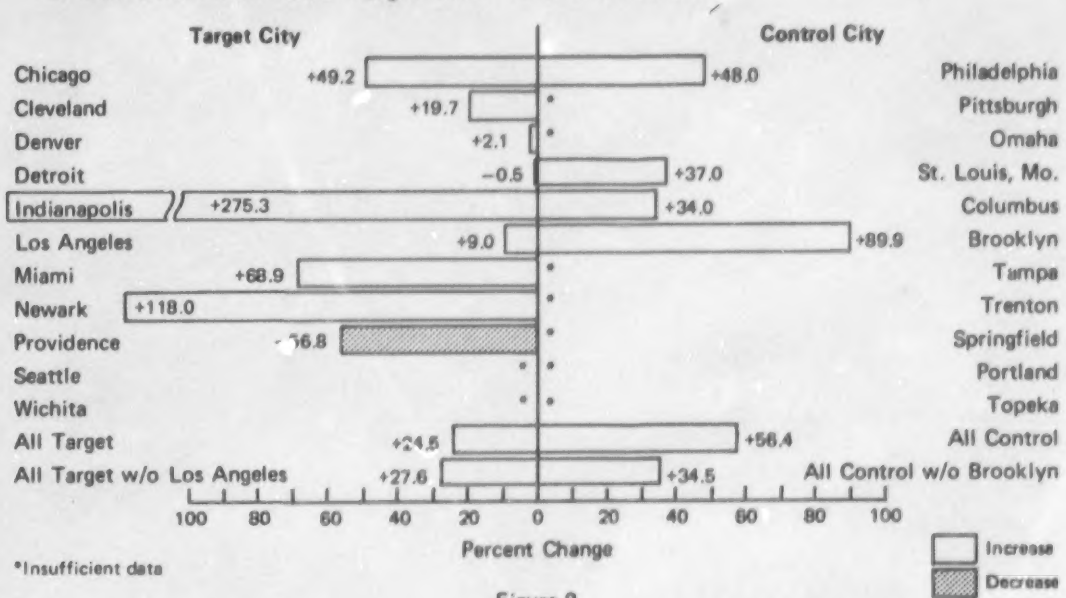
Non-High School Graduate Total in the Restricted Area, Separations July-Dec 1970 and July-Dec 1971: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities



*Insufficient data

Figure 7

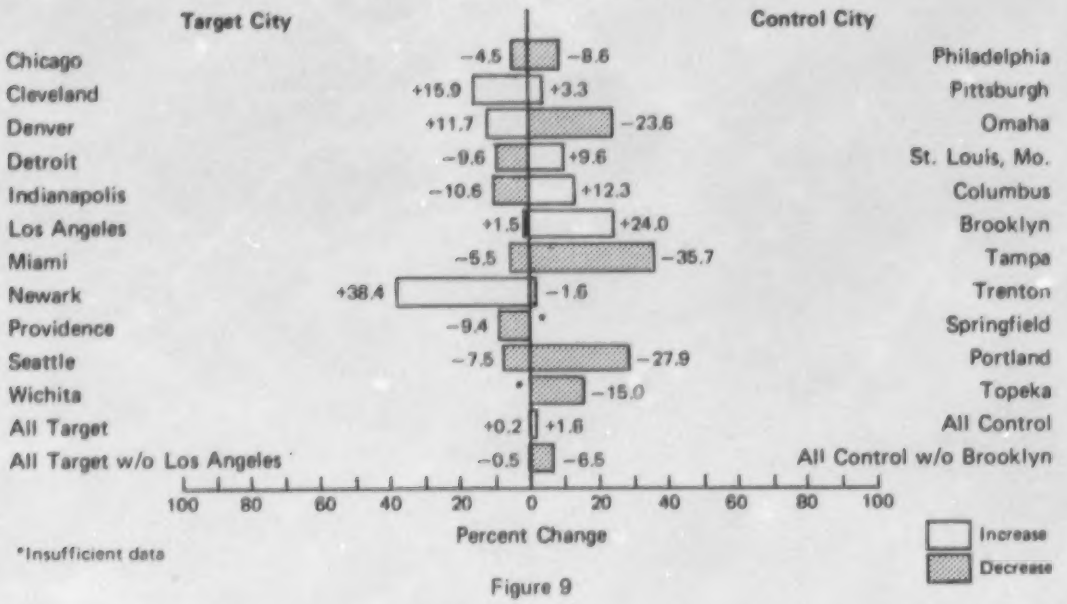
Non-High School Graduate Total in the Restricted Area, Separations Jan-June 1971 and Jan-June 1972: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities



*Insufficient data

Figure 8

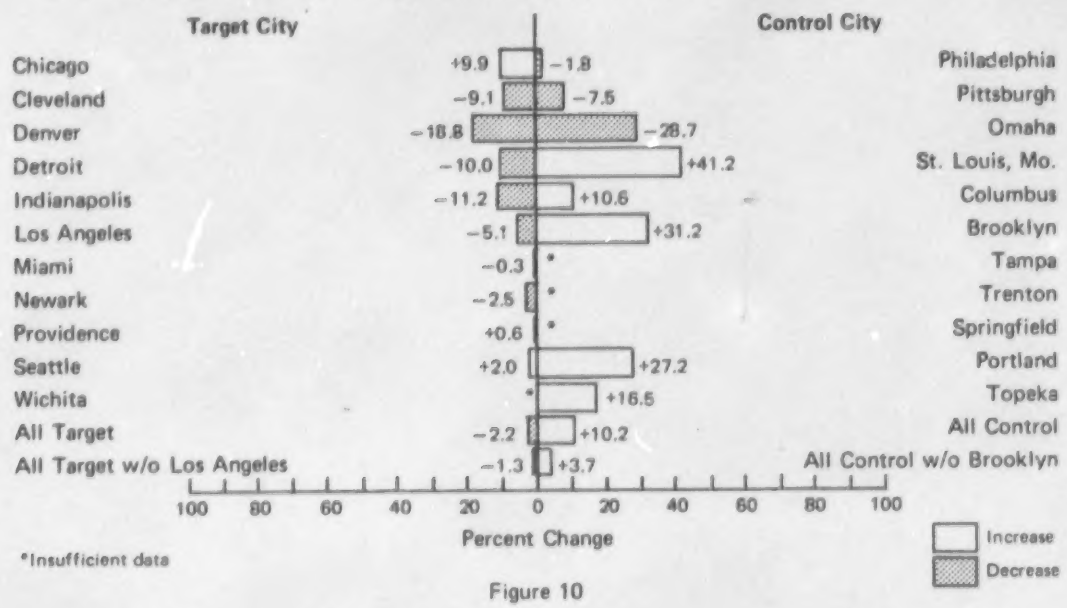
High School Graduate Total in the Restricted Area, Separations July-Dec 1970 and July-Dec 1971: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities



*Insufficient data

Figure 9

High School Graduate Total in the Restricted Area, Separations Jan-June 1971 and Jan-June 1972: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities



*Insufficient data

Figure 10

Total in the City Limits Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

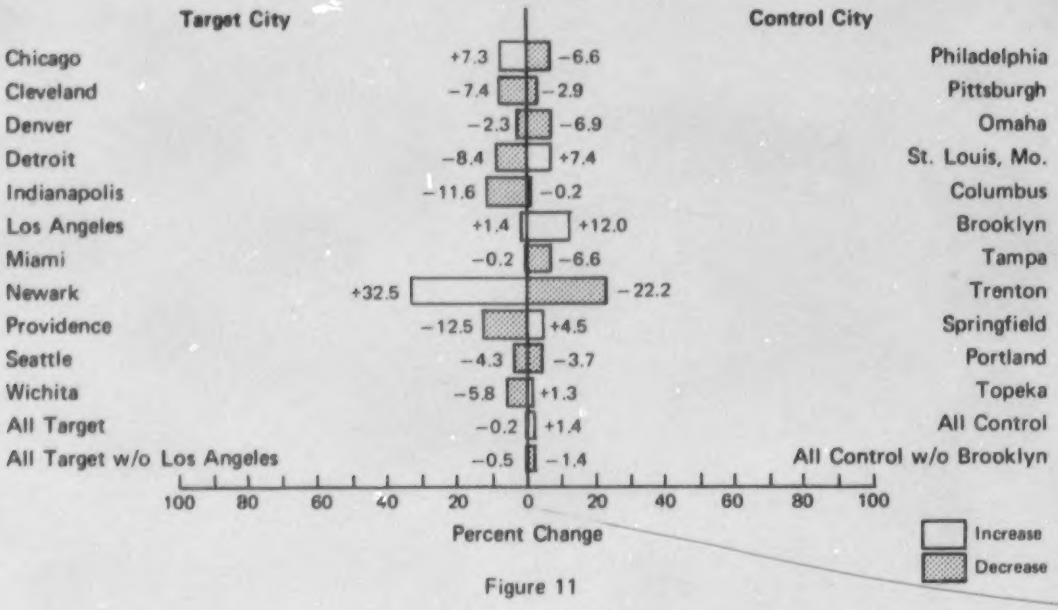

Target City
Control City
Chicago +7.3 −6.6 Philadelphia
Cleveland −7.4 −2.9 Pittsburgh
Denver −2.3 −6.9 Omaha
Detroit −8.4 +7.4 St. Louis, Mo.
Indianapolis −11.6 −0.2 Columbus
Los Angeles +1.4 +12.0 Brooklyn
Miami −0.2 −6.6 Tampa
Newark +32.5 −22.2 Trenton
Providence −12.5 +4.5 Springfield
Seattle −4.3 −3.7 Portland
Wichita −5.8 +1.3 Topeka
All Target −0.2 +1.4 All Control
All Target w/o Los Angeles −0.5 −1.4 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

Figure 11

Total in the City Limits Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

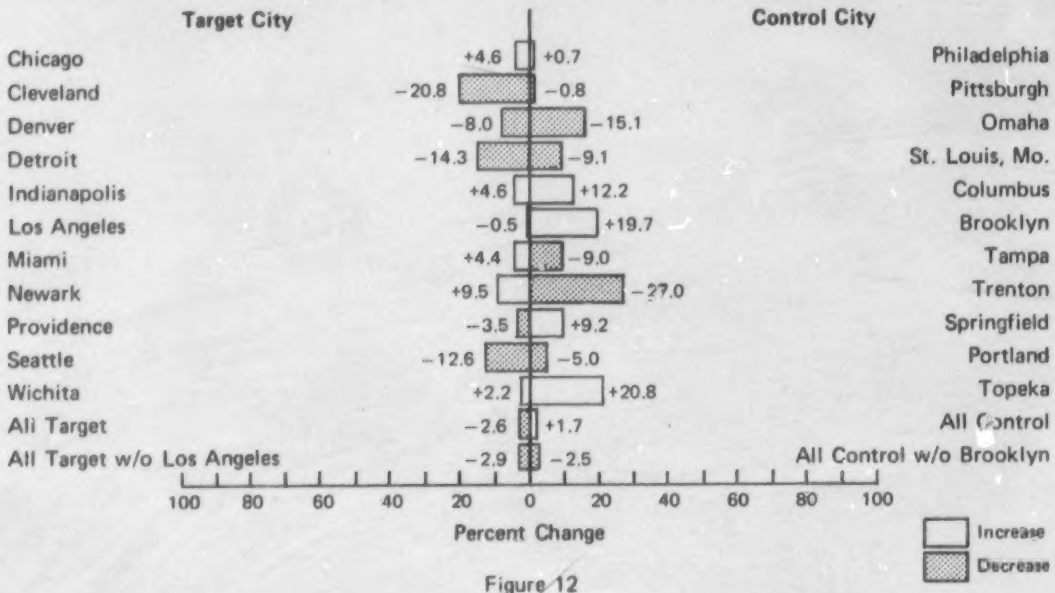
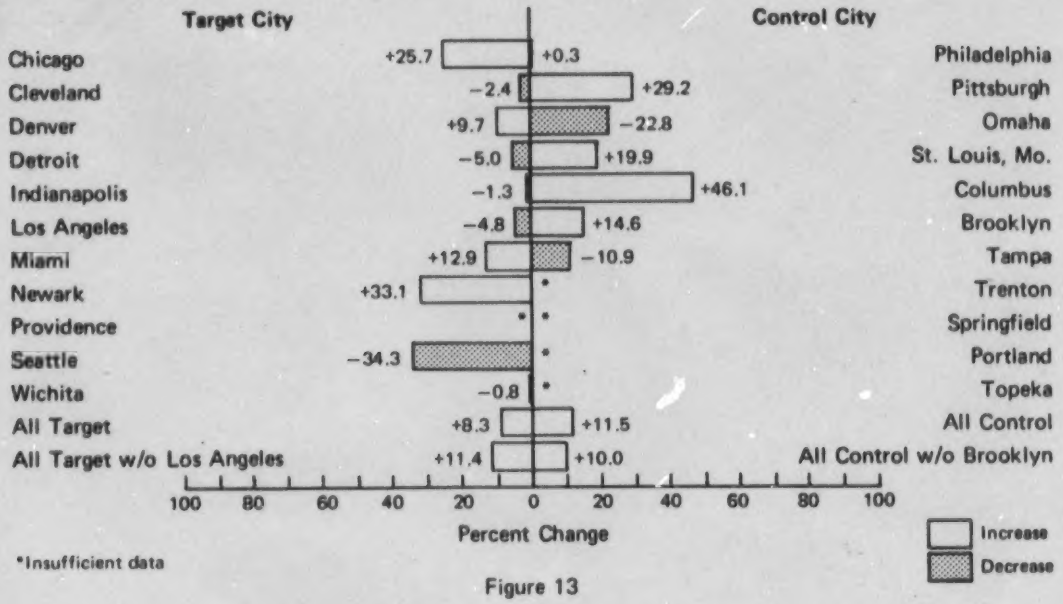

Target City
Control City
Chicago +4.6 +0.7 Philadelphia
Cleveland −20.8 −0.8 Pittsburgh
Denver −8.0 −15.1 Omaha
Detroit −14.3 −9.1 St. Louis, Mo.
Indianapolis +4.6 +12.2 Columbus
Los Angeles −0.5 +19.7 Brooklyn
Miami +4.4 −9.0 Tampa
Newark +9.5 −27.0 Trenton
Providence −3.5 +9.2 Springfield
Seattle −12.6 −5.0 Portland
Wichita +2.2 +20.8 Topeka
All Target −2.6 +1.7 All Control
All Target w/o Los Angeles −2.9 −2.5 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

Figure 12

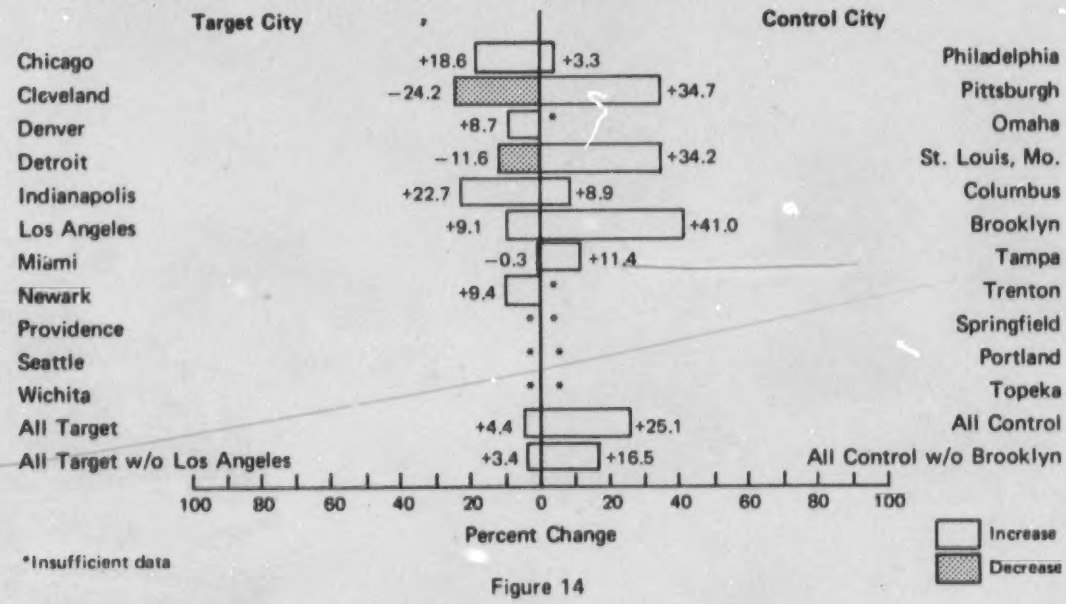
**Black Total in the City Limits Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**


Target City
Control City
Chicago +25.7 +0.3 Philadelphia
Cleveland −2.4 +29.2 Pittsburgh
Denver +9.7 −22.8 Omaha
Detroit −5.0 +19.9 St. Louis, Mo.
Indianapolis −1.3 +46.1 Columbus
Los Angeles −4.8 +14.6 Brooklyn
Miami +12.9 −10.9 Tampa
Newark +33.1 * Trenton
Providence * * Springfield
Seattle −34.3 * Portland
Wichita −0.8 * Topeka
All Target +8.3 +11.5 All Control
All Target w/o Los Angeles +11.4 +10.0 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

*Insufficient data

Figure 13

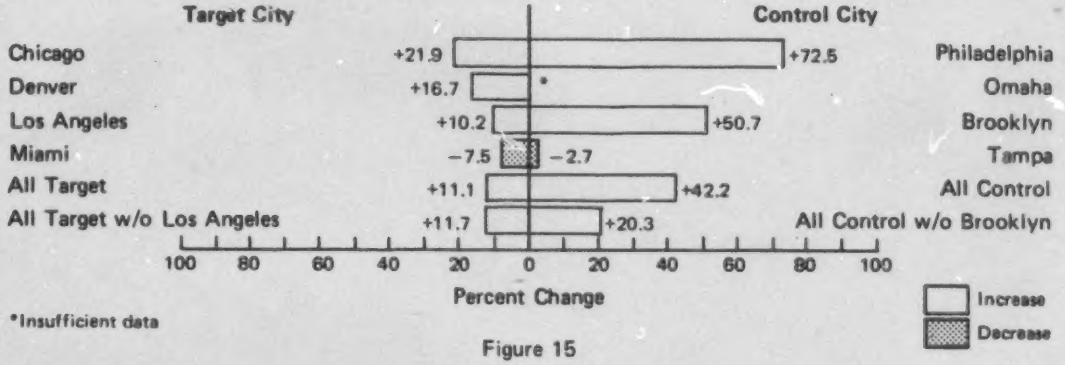
**Black Total in the City Limits Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**


Target City
Control City
Chicago +18.6 +3.3 Philadelphia
Cleveland −24.2 +34.7 Pittsburgh
Denver +8.7 * Omaha
Detroit −11.6 +34.2 St. Louis, Mo.
Indianapolis +22.7 +8.9 Columbus
Los Angeles +9.1 +41.0 Brooklyn
Miami −0.3 +11.4 Tampa
Newark +9.4 * Trenton
Providence * * Springfield
Seattle * * Portland
Wichita * * Topeka
All Target +4.4 +25.1 All Control
All Target w/o Los Angeles +3.4 +16.5 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

*Insufficient data

Figure 14

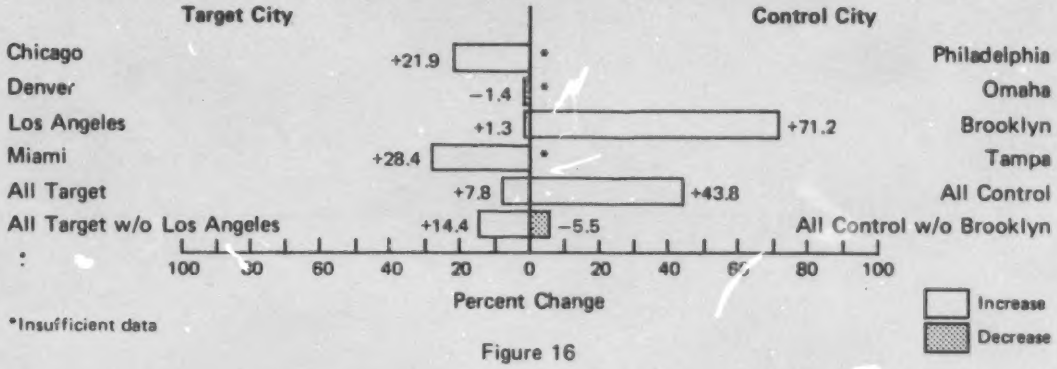
**Spanish Total in the City Limits Area,
Separations July-Dec 1970 and July-Dec 1971: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**



*Insufficient data

Figure 15

**Spanish Total in the City Limits Area,
Separations Jan-June 1971 and Jan-June 1972: Percent Change in
GI Bill Utilization VETS Target Cities vs Control Cities**



*Insufficient data

Figure 16

Non-High School Graduate Total in the City Limits Area, Separations July-Dec 1970 and July-Dec 1971: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

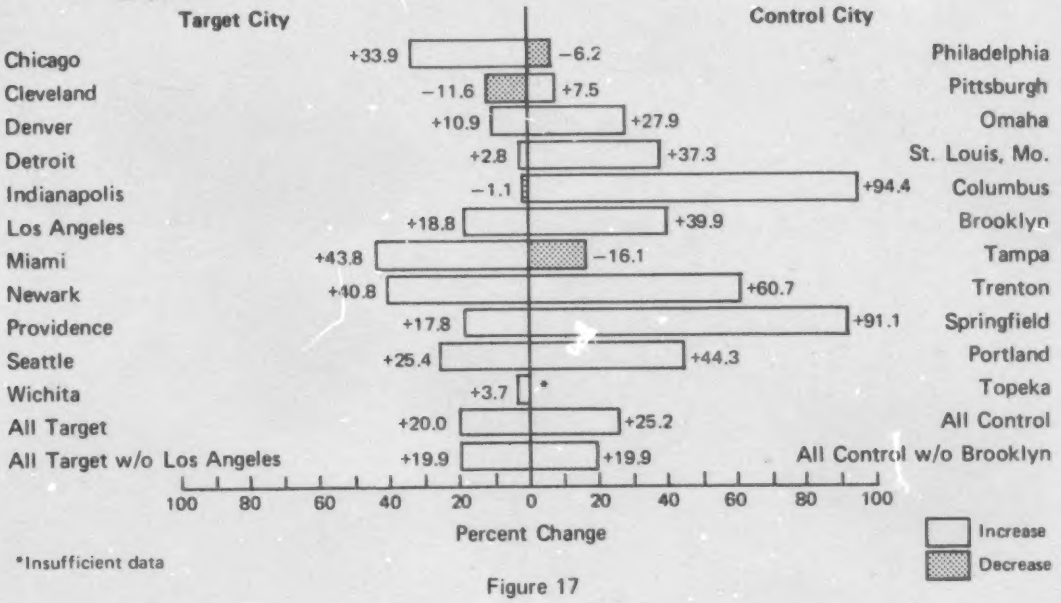

Target City
Control City
Chicago +33.9 −6.2 Philadelphia
Cleveland −11.6 +7.5 Pittsburgh
Denver +10.9 +27.9 Omaha
Detroit +2.8 +37.3 St. Louis, Mo.
Indianapolis −1.1 +94.4 Columbus
Los Angeles +18.8 +39.9 Brooklyn
Miami +43.8 −16.1 Tampa
Newark +40.8 +60.7 Trenton
Providence +17.8 +91.1 Springfield
Seattle +25.4 +44.3 Portland
Wichita +3.7 * Topeka
All Target +20.0 +25.2 All Control
All Target w/o Los Angeles +19.9 +19.9 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease
*Insufficient data

Figure 17

Non-High School Graduate Total in the City Limits Area, Separations Jan-June 1971 and Jan-June 1972: Precent Change in GI Bill Utilization VETS Target Cities vs Control Cities

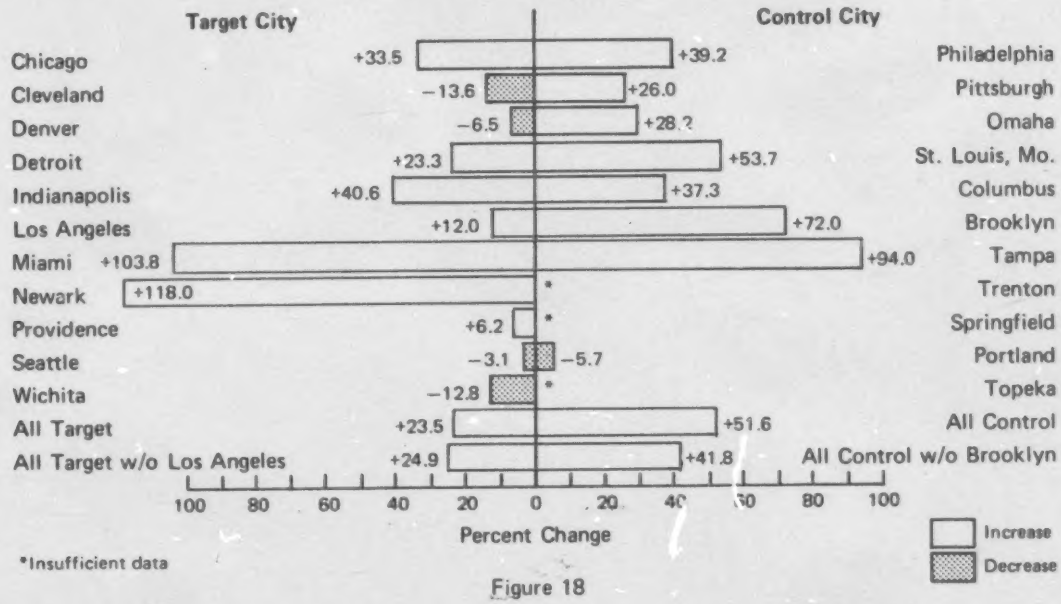

Target City
Control City
Chicago +33.5 +39.2 Philadelphia
Cleveland −13.6 +26.0 Pittsburgh
Denver −6.5 +28.2 Omaha
Detroit +23.3 +53.7 St. Louis, Mo.
Indianapolis +40.6 +37.3 Columbus
Los Angeles +12.0 +72.0 Brooklyn
Miami +103.8 +94.0 Tampa
Newark +118.0 * Trenton
Providence +6.2 * Springfield
Seattle −3.1 −5.7 Portland
Wichita −12.8 * Topeka
All Target +23.5 +51.6 All Control
All Target w/o Los Angeles +24.9 +41.8 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease
*Insufficient data

Figure 18

High School Graduate Total in the City Limits Area, Separations July-Dec 1970 and July-Dec 1971: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

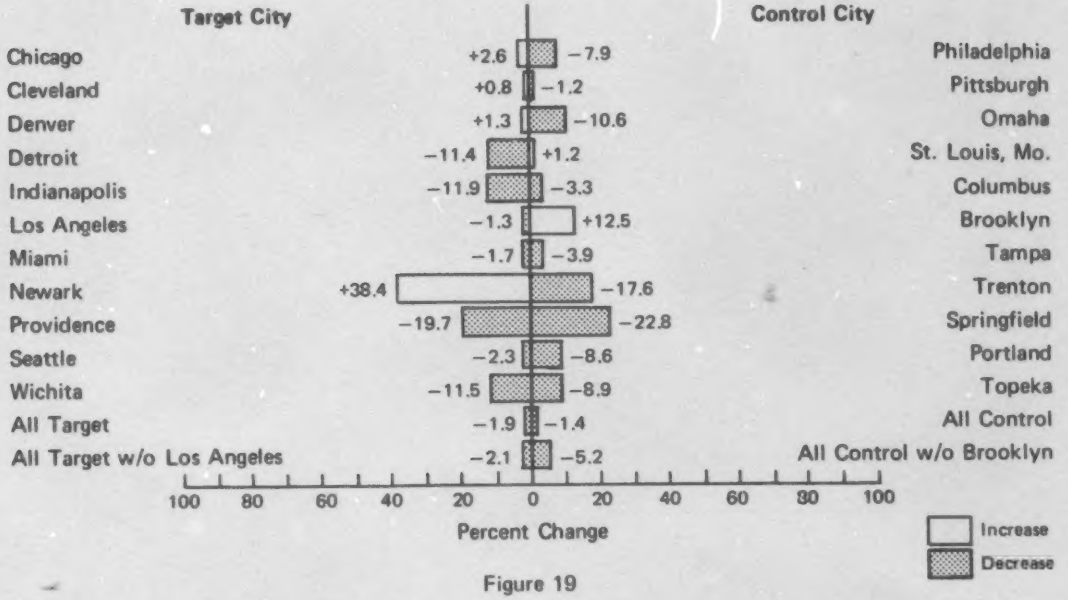

Target City
Control City
Chicago +2.6 −7.9 Philadelphia
Cleveland +0.8 −1.2 Pittsburgh
Denver +1.3 −10.6 Omaha
Detroit −11.4 +1.2 St. Louis, Mo.
Indianapolis −11.9 −3.3 Columbus
Los Angeles −1.3 +12.5 Brooklyn
Miami −1.7 −3.9 Tampa
Newark +38.4 −17.6 Trenton
Providence −19.7 −22.8 Springfield
Seattle −2.3 −8.6 Portland
Wichita −11.5 −8.9 Topeka
All Target −1.9 −1.4 All Control
All Target w/o Los Angeles −2.1 −5.2 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

Figure 19

High School Graduate Total in the City Limits Area, Separations Jan-June 1971 and Jan-June 1972: Percent Change in GI Bill Utilization VETS Target Cities vs Control Cities

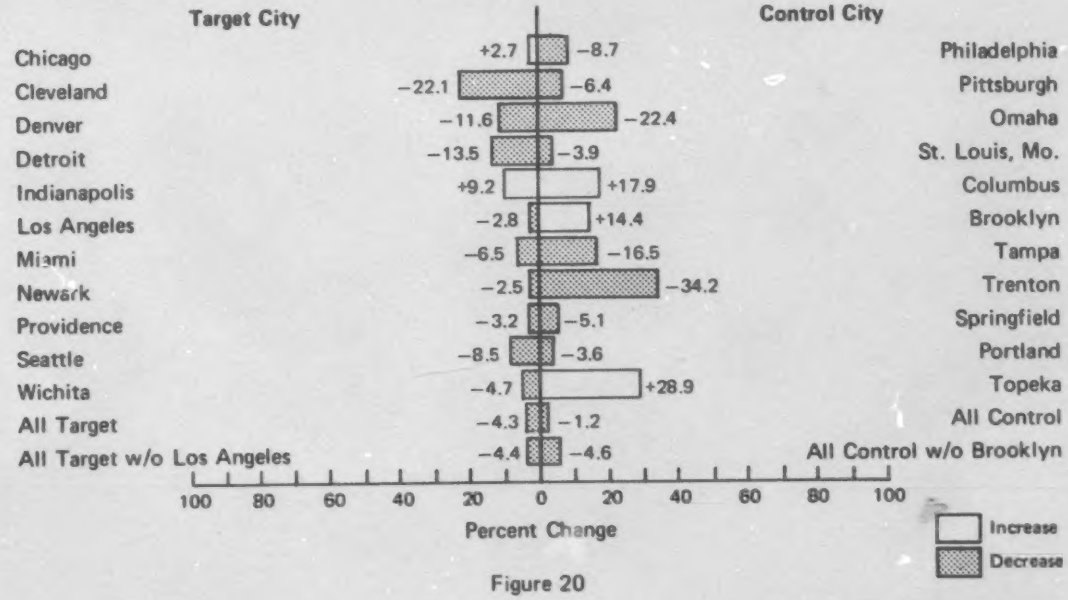

Target City
Control City
Chicago +2.7 −8.7 Philadelphia
Cleveland −22.1 −6.4 Pittsburgh
Denver −11.6 −22.4 Omaha
Detroit −13.5 −3.9 St. Louis, Mo.
Indianapolis +9.2 +17.9 Columbus
Los Angeles −2.8 +14.4 Brooklyn
Miami −6.5 −16.5 Tampa
Newark −2.5 −34.2 Trenton
Providence −3.2 −5.1 Springfield
Seattle −8.5 −3.6 Portland
Wichita −4.7 +28.9 Topeka
All Target −4.3 −1.2 All Control
All Target w/o Los Angeles −4.4 −4.6 All Control w/o Brooklyn
100 80 60 40 20 0 20 40 60 80 100
Percent Change
Increase
Decrease

Figure 20

Appendix B

VETS QUESTIONNAIRE

Prepared by

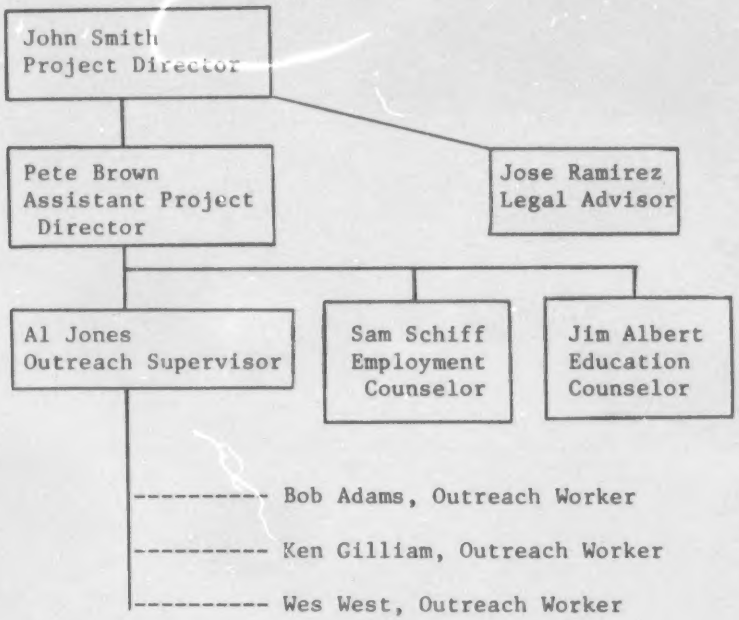
Human Resources Research Organization
Alexandria, Virginia 22314

I. ORGANIZATION & STAFFING

The questions in this section ask about the number and kinds of people who work in or with your organization. Because the VETS program in each city is different, some questions may make sense for some cities but not for others. Please do the best that you can.

(1) It is important that we have some understanding of the supervisory relationships among the VETS staff. For this reason, please draw an organization chart on the following page. There is a sample organization chart drawn below. You can see that supervisors are higher up on the page than those they supervise. Also, the chart gives the name and job title for each employee. You should try to include these in your organization chart.

SAMPLE ORGANIZATION CHART



DRAW YOUR ORGANIZATION CHART HERE

2. Below is a set of questions asking for information about each person in your organization. There is a blank space for you to fill in the name of each person. Please try to make the order in which you give the names similar to the order in which they appear in the organization chart you have already drawn; that is, the first name you fill in should be the project director's, the second - the assistant project director's (if there is one) and so on. A completed example is shown below.

EXAMPLE

NAME John Smith AGE 32

EDUCATIONAL LEVEL
- [x] COLLEGE GRADUATE
- [ ] SOME COLLEGE
- [ ] HIGH SCHOOL GRADUATE OR GED
- [ ] NON-HIGH SCHOOL GRAD

RACE
- [ ] CAUCASIAN-ANGLO
- [ ] CAUCASIAN-SPANISH SURNAME
- [x] NEGRO, BLACK, AFRO-AMERICAN
- [ ] OTHER

VETERANS STATUS
- [x] VIETNAM ERA VET
- [ ] OTHER VET
- [ ] NON VET

SEX
- [ ] FEMALE
- [x] MALE

EMPLOYED ON PROJECT
- [x] FULL-TIME
- [ ] PART-TIME (hr/wk)

SOURCE OF SALARY
- [ ] VETS CONTRACT
- CITY GOVT [ ] EEA [x] OTHER
- OTHER LOCAL GOVT [ ] EEA [ ] OTHER
- [ ] EMERGENCY EMPLOYMENT ACT FUNDS - OTHER
- [ ] OTHER
- [ ] VOLUNTEER

CURRENTLY ENROLLED IN SCHOOL
- [ ] YES
- [x] NO

NAME AGE

EDUCATIONAL LEVEL
- [ ] COLLEGE GRADUATE
- [ ] SOME COLLEGE
- [ ] HIGH SCHOOL GRADUATE OR GED
- [ ] NON-HIGH SCHOOL GRAD

RACE
- [ ] CAUCASIAN-ANGLO
- [ ] CAUCASIAN-SPANISH SURNAME
- [ ] NEGRO, BLACK, AFRO-AMERICAN
- [ ] OTHER

VETERANS STATUS
- [ ] VIETNAM ERA VET
- [ ] OTHER VET
- [ ] NON VET

SEX
- [ ] FEMALE
- [ ] MALE

EMPLOYED ON PROJECT
- [ ] FULL-TIME
- [ ] PART-TIME (hr/wk)

SOURCE OF SALARY
- [ ] VETS CONTRACT
- CITY GOVT [ ] EEA [ ] OTHER
- OTHER LOCAL GOVT [ ] EEA [ ] OTHER
- [ ] EMERGENCY EMPLOYMENT ACT FUNDS - OTHER
- [ ] OTHER
- [ ] VOLUNTEER

CURRENTLY ENROLLED IN SCHOOL
- [ ] YES
- [ ] NO

82

NAME _____ AGE _____

EDUCATIONAL LEVEL
☐ COLLEGE GRADUATE ☐ SOME COLLEGE
☐ HIGH SCHOOL GRADUATE OR GED ☐ NON-HIGH SCHOOL GRAD

RACE
☐ CAUCASIAN-ANGLO ☐ CAUCASIAN-SPANISH SURNAME
☐ NEGRO, BLACK, AFRO-AMERICAN ☐ OTHER

VETERANS STATUS
☐ VIETNAM ERA VET ☐ OTHER VET ☐ NON VET

SEX
☐ FEMALE ☐ MALE

EMPLOYED ON PROJECT
☐ FULL-TIME ☐ PART-TIME (hr/wk)

SOURCE OF SALARY
☐ VETS CONTRACT
CITY GOVT ☐ EEA ☐ OTHER
OTHER LOCAL GOVT ☐ EEA ☐ OTHER
☐ EMERGENCY EMPLOYMENT ACT FUNDS- OTHER
☐ OTHER _____
☐ VOLUNTEER

CURRENTLY ENROLLED IN SCHOOL
☐ YES ☐ NO

NAME _____ AGE _____

EDUCATIONAL LEVEL
☐ COLLEGE GRADUATE ☐ SOME COLLEGE
☐ HIGH SCHOOL GRADUATE OR GED ☐ NON-HIGH SCHOOL GRAD

RACE
☐ CAUCASIAN-ANGLO ☐ CAUCASIAN-SPANISH SURNAME
☐ NEGRO, BLACK, AFRO-AMERICAN ☐ OTHER

VETERANS STATUS
☐ VIETNAM ERA VET ☐ OTHER VET ☐ NON VET

SEX
☐ FEMALE ☐ MALE

EMPLOYED ON PROJECT
☐ FULL-TIME ☐ PART-TIME (hr/wk)

SOURCE OF SALARY
☐ VETS CONTRACT
CITY GOVT ☐ EEA ☐ OTHER
OTHER LOCAL GOVT ☐ EEA ☐ OTHER
☐ EMERGENCY EMPLOYMENT ACT FUNDS - OTHER
☐ OTHER _____
☐ VOLUNTEER

CURRENTLY ENROLLED IN SCHOOL
☐ YES ☐ NO

---

3. We would also like to know about any key people, (such as project directors) who might have worked on the project staff but are no longer employed there. Please give the name and job title of each person.

NAME	JOB TITLE

4. Since the start of the project, how many people have worked on the project who no longer do so.

_____people

5. What is the total number of people (regardless of full or part-time status) who are now working for your organization?

_____

6. How many people on payrolls of other organizations are working out of your office? _____

NAME_____

JOB TITLE_____

ORGANIZATION_____

NAME_____

JOB TITLE_____

ORGANIZATION_____

NAME_____

JOB TITLE_____

ORGANIZATION_____

NAME_____

JOB TITLE_____

ORGANIZATION_____

NAME_____

JOB TITLE_____

ORGANIZATION_____

7. Of those people counted in question 5, how many have been with the project for the following time periods?

0 - 1 month _____

1 - 3 months_____

3 - 6 months_____

over 6 months_____

8. How many months has your project been in operation? _____ months. The starting date for the project was _____.

9. Under what organization does your project come for administrative purposes?

- ☐ CITY GOVERNMENT (specify agency or subdivision)_____
- ☐ COUNTY GOVERNMENT (specify agency or subdivision)_____
- ☐ STATE GOVERNMENT (specify agency or subdivision)_____
- ☐ URBAN COALITION
- ☐ OTHER, PLEASE DESCRIBE_____

_____

_____

II. SOURCES OF FUNDING

The purpose of the questions in this section is to gain an understanding of how your project is funded and the sources of funding. For the purposes of this section, consider the contribution of a salaried worker to the project as different from an actual cash grant. Question # 1 pertains to cash grants; Question # 2 to contributions of people or other non-cash contributions.

1. CASH GRANTS

AMOUNT_____ SOURCE_____
TIME PERIOD COVERED_____ TO_____
USE FOR WHICH FUNDS ARE INTENDED:

- ☐ INITIAL GRANT _____
- ☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT_____ SOURCE_____
TIME PERIOD COVERED_____ TO_____
USE FOR WHICH FUNDS ARE INTENDED:

- ☐ INITIAL GRANT _____
- ☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT_____ SOURCE_____
TIME PERIOD COVERED_____ TO_____
USE FOR WHICH FUNDS ARE INTENDED:

- ☐ INITIAL GRANT _____
- ☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT_____ SOURCE_____
TIME PERIOD COVERED_____ TO_____
USE FOR WHICH FUNDS ARE INTENDED:

- ☐ INITIAL GRANT _____
- ☐ CONTINUATION OF PREVIOUS GRANT _____

CASH GRANTS CONTINUED

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH FUNDS ARE INTENDED
☐ INITIAL GRANT _____
☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH FUNDS ARE INTENDED
☐ INITIAL GRANT _____
☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH FUNDS ARE INTENDED
☐ INITIAL GRANT _____
☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH FUNDS ARE INTENDED
☐ INITIAL GRANT _____
☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH FUNDS ARE INTENDED
☐ INITIAL GRANT _____
☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH FUNDS ARE INTENDED
☐ INITIAL GRANT _____
☐ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH FUNDS ARE INTENDED
☐ INITIAL GRANT _____
☐ CONTINUATION OF PREVIOUS GRANT _____

2. OTHER GRANTS (CONTRIBUTIONS OF PEOPLE AND OTHER NON-CASH CONTRIBUTIONS)

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH CONTRIBUTION IS INTENDED:

/_/ INITIAL GRANT _____

/_/ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH CONTRIBUTION IS INTENDED:

/_/ INITIAL GRANT _____

/_/ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH CONTRIBUTION IS INTENDED:

/_/ INITIAL GRANT _____

/_/ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH CONTRIBUTION IS INTENDED:

/_/ INITIAL GRANT _____

/_/ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH CONTRIBUTION IS INTENDED:

/_/ INITIAL GRANT _____

/_/ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH CONTRIBUTION IS INTENDED:

/_/ INITIAL GRANT _____

/_/ CONTINUATION OF PREVIOUS GRANT _____

AMOUNT _____ SOURCE _____
TIME PERIOD COVERED _____ TO _____
USE FOR WHICH CONTRIBUTION IS INTENDED:

/_/ INITIAL GRANT _____

/_/ CONTINUATION OF PREVIOUS GRANT _____

III TARGET AREA

The purpose of the questions in this section is to gain an understanding of the geographical area your project services and of the population groups who live in this area.

1. The project target area is
   - ☐ a section of the city
   - ☐ the entire city
   - ☐ the city plus part of one county
   - ☐ one county
   - ☐ more than one county

   NOTE: If the city and country are the same, please indicate this and mark "the entire city".

2. About how many people live within the target area? _____

3. About what percent of the population is:

   Negro _____%

   Spanish speaking _____%

   Other important minorities _____%

IV PHYSICAL FACILITIES

The questions in this section are about physical layout and location of your offices.

1. Where is your main office located?
   - ☐ in the target area
   - ☐ other than target area - specify (e.g. downtown office building or city hall) _____

2. Is your main office located in the same building as any of the following?

Mayor's office	☐ Yes	☐ No
Other city govt. agcys	☐ Yes	☐ No
State Employment Services Ofs.	☐ Yes	☐ No
City Employment Services Ofs.	☐ Yes	☐ No
County Employment Services Ofs.	☐ Yes	☐ No
Veterans Administration Ofs.	☐ Yes	☐ No
Model Cities Office	☐ Yes	☐ No
Urban Coalition Office	☐ Yes	☐ No
Legal Aide Office	☐ Yes	☐ No
College or University	☐ Yes	☐ No
(Other, please specify) _____	☐ Yes	☐ No
_____	☐ Yes	☐ No

3. How many offices other than the main office do you have?
   - ☐ 1
   - ☐ 2
   - ☐ 3
   - ☐ 4
   - ☐ 5 or more

4. If there are other offices, describe their locations, such as college campuses at State College and the type of facility, such as storefronts in local neighborhoods, etc.

OFFICE LOCATION	TYPE OF FACILITY	POPULATION SERVED
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____

5. How many people do you have who are "field workers" or "outreach workers" who work mostly in local neighborhoods?

_____ people

6. How many people do you have who work mostly on college campuses?

_____ people

7. How many people do you have who work mostly on or near military bases?

_____ people

V. CONTACT WITH OTHER ORGANIZATIONS

The questions in this section ask about the frequency of contacts that your organization has with organizations which may or may not exist in your area. For the questions following, you means your organization.

1. How often do you have contact (face-to-face or by telephone) with the mayor, the mayor's office or one of his representatives?
   - ☐ not at all
   - ☐ less than once a month
   - ☐ about once a month
   - ☐ several times a month
   - ☐ about once a week
   - ☐ every day
   - ☐ more than once a day
   - ☐ organization does not exist in my city

2. How often do you have contact (face-to-face or by telephone) with the city council or individual city councilmen?
   - ☐ not at all
   - ☐ less than once a month
   - ☐ about once a month
   - ☐ several times a month
   - ☐ about once a week
   - ☐ every day
   - ☐ more than once a day
   - ☐ organization does not exist in my city

3. How often do you have contact (face-to-face or by telephone) with the county government (chief executive or commissioners)?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

4. How often do you have contact (face-to-face or by telephone) with the state government (Governor's office or state legislature)?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

5. How often do you have contact (face-to-face or by telephone) with the American Legion?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

6. How often do you have contact (face-to-face or by telephone) with the VFW?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

7. How often do you have contact (face-to-face or by telephone) with other Veterans' Groups (specify)_____?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

8. How often do you have contact (face-to-face or by telephone) with the State Employment Service?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

9. How often do you have contact (face-to-face or by telephone) with the City Employment Service?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

10. How often do you have contact (face-to-face or by telephone) with the local newspapers?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

11. How often do you have contact (face-to-face or by telephone) with the local radio stations?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

12. How often do you have contact (face-to-face or by telephone) with the local TV stations?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

13. How often do you have contact (face-to-face or by telephone) with the Legal Aid Society or the OEO Legal Services Program?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

14. How often do you have contact (face-to-face or by telephone) with the local Community colleges?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

15. How often do you have contact (face-to-face or by telephone) with the local 4-year colleges?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

16. How often do you have contact (face-to-face or by telephone) with the local Universities?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

17. How often do you have contact (face-to-face or by telephone) with the local Adult Education or Extension programs offered by the local school district?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

18. How often do you have contact (face-to-face or by telephone) with the local/national churches or religious organizations?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

19. How often do you have contact (face-to-face or by telephone) with the local Business Community organizations (Kiwanis, Lions), etc.?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

20. How often do you have contact (face-to-face or by telephone) with the local neighborhood ethnic organizations?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

21. How often do you have contact (face-to-face or by telephone) with the Veterans Administration (other than the VA Hospital)?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

22. How often do you have contact (face-to-face or by telephone) with the local VA Hospital?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

23. How often do you have contact (face-to-face or by telephone) with the local poverty agency?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

24. How often do you have contact (face-to-face or by telephone) with the local Model Cities offices?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

25. How often do you have contact (face-to-face or by telephone) with the VETS National Staff?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

26. How often do you have contact (face-to-face or by telephone) with the local Drug Abuse/Rehabilitation Programs?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day
- ☐ organization does not exist in my city

NOTE: In the spaces below, please add any other organizations that you think are appropriate.

27. How often do you have contact (face-to-face or by telephone) with _____?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day

28. How often do you have contact (face-to-face or by telephone) with _____?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day

29. How often do you have contact (face-to-face or by telephone) with _____?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a month
- ☐ about once a week
- ☐ every day
- ☐ more than once a day

30. How often do you have contact (face-to-face or by telephone) with _____?

- ☐ not at all
- ☐ less than once a month
- ☐ about once a month
- ☐ several times a mo
- ☐ about once a week
- ☐ every day
- ☐ more than once a day

31. Please list in order of importance, starting with the most important, the five organizations with whom frequent contact is most critical to your project's success.

1. _____

2. _____

3. _____

4. _____

5. _____

32. For each of the those organizations listed in question 31, above, tell us about how good or poor the relationships are.

1. _____
- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Very poor
- ☐ No relationship exists

2. _____
- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Very poor
- ☐ No relationship exists

3. _____
- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Very poor
- ☐ No relationship exists

4. _____
- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Very poor
- ☐ No relationship exists

5. _____
- ☐ Excellent
- ☐ Good
- ☐ Fair
- ☐ Poor
- ☐ Very poor
- ☐ No relationship exists

33. Are the following education programs available in your area?

	Yes	No
CLEP	☐	☐
PREP	☐	☐
High School GED	☐	☐

34. How effective are they?

	Very Effective	Somewhat Effective	Not Effective
CLEP	☐	☐	☐
PREP	☐	☐	☐
High School GED	☐	☐	☐

Appendix C

INTERVIEW TOPICS FOR ON-SITE VISITS

1. Completed questionnaires will be reviewed and key issues selected for discussion as appropriate in each city.
2. Relationships with, services provided by and to, and problems with the Veterans Administration.
3. Relationships with, services provided by and to, and problems with the National VETS Staff.
4. Usefulness of the national meetings and workshops.
5. Usefulness and problems with the automated reporting system.
6. Nature of relationship with the local institutional host.
7. The impact of the local political situation on the project.
8. Reasons behind any extensive staff turnover or turnover of key personnel.
9. Controls over hiring and firing in the project.
10. Nature and content of mass media campaign.
11. Opposition or problems encountered with local groups of any kind; exceptional support received from local groups.
12. The extent to which these are active prestige and technical advisory committees, what they do, and the extent to which the contribution is useful.
13. Nature and extent of activities in the employment counseling, job referral, and job creation area.
14. Key elements or functions which have been added to the program as it has evolved.
15. Major obstacles which have existed in the program or which continue to exist.
16. Current major problems.
17. Nature of any internal difficulties (such as staff conflicts, etc) which exist.
18. Total services available to veterans through the program.
19. The aspects of the program which the local staff feels are the strongest and the weakest.
20. Any additional factors deemed important by the local staff.
21. Relationships with local colleges and universities.
22. Relationships with the mayor, the mayor's office, city hall or the county commissioner/commissioners.

Appendix D

VETS PROJECT STARTING DATES

Project Cities	OEO Effective Dates	Date Project Director Was Hired	Effective Operational Date of Project
Chicago	1 November 1971	February 1972	April 1972
Cleveland	1 November 1971	October 1971	May 1972
Denver	10 February 1972	February 1972	March 1972
Detroit	1 December 1971	December 1971	February 1972
Indianapolis	28 July 1971	June 1971	July 1971
Los Angeles	3 September 1971	September 1971	January 1972
Miami	10 November 1971	December 1971	January 1972
Newark	4 April 1972	March 1972	August 1972
Providence	5 April 1972	June 1972	January 1973
Seattle	15 July 1971	July 1971	August 1971
Wichita	22 August 1971	August 1971	September 1971

Appendix E

MONTHS OF OPERATION OF VETERANS ADMINISTRATION COMMUNITY SERVICE SPECIALIST PROGRAM AS OF 31 DECEMBER 1972

TARGET CITIES

City	Number of Months
Chicago	25
Cleveland	14
Denver	14
Detroit	36
Indianapolis	14
Los Angeles	24
Miami	13
Newark	15
Providence	unknown
Seattle	19
Wichita	7

CONTROL CITIES

City	Number of Months
Philadelphia	37
Pittsburgh	36
St. Louis	37
Brooklyn	12
Topeka	14

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